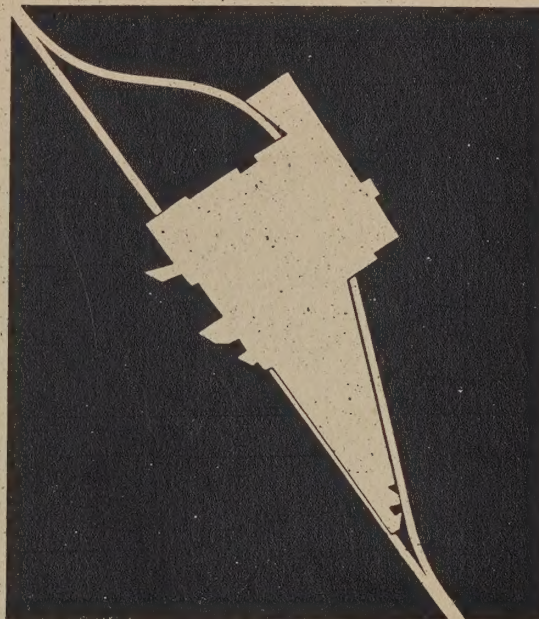


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# GONZALES GENERAL PLAN

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ADOPTED BY THE CITY COUNCIL  
OF THE  
CITY OF GONZALES

JULY 15, 1996

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**GONZALES  
GENERAL PLAN  
...**

**ADOPTED BY THE CITY COUNCIL  
OF THE**

**CITY OF GONZALES**


**BY RESOLUTION NO. 96-89  
ON**

**JULY 15, 1996**

**PREPARED BY  
BRADY AND ASSOCIATES, INC.  
PLANNERS AND LANDSCAPE ARCHITECTS**

*we* **IN ASSOCIATION WITH  
BARRY MILLER, PLANNING CONSULTANT  
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**City of Gonzales  
General Plan**

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## **Chapter I**

### **INTRODUCTION**

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#### **A. Purpose of the Gonzales General Plan**

The Gonzales General Plan is the City's official policy statement for the use of land and provides the basis for future decisions regarding the City's growth and development. The Plan provides a framework for managing increased employment and housing growth while conserving agricultural land, protecting the environment, maintaining high quality public services, and protecting the qualities that make the City a good place to live. It reflects the aspirations and values of Gonzales' residents regarding the future form and character of the City.

One of the most important purposes of the General Plan is to provide direction to landowners and investors by clearly stating the City's expectations for growth. The Plan also provides guidance for public investment in new facilities such as roads, parks, and public utility systems. Once the General Plan is adopted, its maps and policies become the basis for day-to-day decisions by elected officials and City staff, including decisions on zoning changes and annexation.

As the name implies, the Plan is *general* in nature. In other words, it provides broad policies for development rather than site-specific instructions on where and how to build. The document is specific enough to guide growth but flexible enough to allow for adjustments at a site-specific level.

#### **B. Required Contents**

Each City and County in California is required by State law to have a General Plan guiding physical development within their boundaries. Government Code Section 65300 *et seq.* prescribes the minimum content of the Plan, the process for updating and adopting the Plan, and the procedure for amending the Plan.

State law requires that seven "elements" be included in a General Plan; these elements may be combined in a variety of formats as long as the mandated issues are addressed. The required elements are: Land Use, Circulation, Housing, Open Space, Conservation, Noise, and Safety. Gonzales has combined the Open Space and Conservation Elements into an "Environmental Resources and Conservation Element" and has combined the Noise and Safety Elements into a "Community Health and Safety Element." Separate Elements are provided for Land Use, Circulation, and Housing.

The State also encourages cities to adopt "optional" elements addressing issues of local importance. In Gonzales, interest in public services and community character have led to the preparation of optional elements addressing these two subjects. The Plan includes a "Community Services and Facilities Element" and a "Community Character Element."

The Government Code requires the General Plan to be comprehensive, long-range, and internally consistent. The Gonzales General Plan is *comprehensive* in that it addresses a very broad range of issues. It is also geographically comprehensive, covering all land within the City as well as land outside the City which bears relation to its planning.<sup>1</sup> The Plan is *long-range* in that it looks ahead 20 years to the year 2015. This enables the Plan to look at broad trends that will help shape the City's future. It provides a long enough time horizon to allow for fundamental change in the City's form. The Plan is *internally consistent* in that the goals, policies, actions, and maps in each Element are compatible and do not conflict with one another. Internal consistency of planning efforts will be carried a step further with the amendment of the zoning and subdivision ordinances after this Plan is adopted.

State law also requires that local governments implement their Plans after they are adopted. This also provides a compelling reason to update the zoning and subdivision ordinances after the Plan is adopted. Detailed implementation programs are required for some of the individual portions of the Plan, such as the development of an open space zoning district (Open Space Element) and the allowance of density bonuses for developers who include affordable housing in their projects (Housing Element).

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<sup>1</sup> Government Code Section 65300 defines the Planning Area as including "the county or city, and any land outside its boundaries which in the planning agency's judgement bears relation to its planning."

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## **C. Background to the General Plan Update**

### **1. The Planning Process**

The previous Gonzales General Plan was adopted in 1981. Although that Plan looked 20 years into the future, it became less useful in the late 1980s and early 1990s due to a number of contributing factors. First, the City grew more rapidly than expected during the 1980s, with population increasing at a rate nearly triple that of Monterey County. Second, the approval of Arroyo Estates subdivision established a precedent for growth on the east side of Highway 101. Although the 1981 Plan allowed such development, it did not anticipate its growth-inducing impact on other properties east of Highway 101, nor did it address its effect on the overall cohesiveness of the City. Third, in 1991 Monterey County acquired an agricultural easement on the entire northern frontier of the City, effectively blocking development from proceeding in this direction. The previous Plan had envisioned this area as accommodating much of the City's future residential growth and the easement forced a rethinking of the City's land use plan.

Other factors also diminished the usefulness of the 1981 Plan. For example, it was based on 1980 Census data and on land use and traffic data that is now more than a decade old. It did not address some of the current issues in Gonzales, such as the future of the high school, the effect of new shopping centers on downtown, and regional air quality conditions. Moreover, some Elements of the old General Plan, including Open Space and Safety, had not been updated since the early 1970s.

In 1991, the City Council called for a comprehensive update of the General Plan. Early in the process, the Council, Planning Commission, and staff outlined a set of priorities and goals it wished to accomplish through the Plan. To help steer the process and ensure that it reflected balanced and diverse viewpoints, the Council appointed a 24-member Citizens Advisory Committee (CAC) (see discussion on Page I-4). The CAC was charged with the task of setting goals and objectives, evaluating alternatives, and responding to policy options for the future. An initial workshop was held with the CAC in early 1992 to discuss issues and identify goals for the future.

The next step in the planning process was to collect information about existing conditions in Gonzales. This information provided a basis for evaluating the direction the City wished to take in the future and also ensured that the Plan would be based on accurate, reliable information. Existing conditions information was compiled in a *Baseline Data Report* which was published in May 1992. The report provided a comprehensive description and analysis of

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conditions affecting land use, housing, transportation, community design, public services, and environmental resources in the Gonzales Area. A workshop was held with the CAC to present the baseline data and discuss its significance to the City's future.

Next, the goals developed by the CAC were combined with the Baseline Data Report to develop a series of objectives for each major issue area. Objectives were prepared for community development, housing, economic development, transportation, public services, natural resources, hazards, community design, and other appropriate topics. A written statement of goals and objectives was presented to the CAC and circulated to the Planning Commission, City Council, and City staff for review and comment. Feedback from these groups was used to develop policy and Plan alternatives.

During the fall of 1992, three alternative land use and transportation plans were developed. Each one envisioned a different balance between residential, commercial, and industrial growth, and each one distributed growth differently within the Planning Area. The work was presented in December 1992 in the *Evaluation of General Plan Alternatives* Report. A CAC workshop was conducted and presentations were made to the Planning Commission and City Council. These groups collaborated to develop a Preferred Alternative. This alternative included elements of all three, with an emphasis on new areas for industrial growth.

The preferred alternative was discussed at a number of public meetings in early 1993, with some landowners indicating their desire to retain proposed industrial land west of Alta Street in agricultural use. When an application for another agricultural easement in this area was made known to the City, work on the Plan was stopped for several months. Additional CAC meetings were held to address other alternatives, ultimately resulting in a revised Land Use Diagram which directed additional industrial growth to the south. Policies and action programs were then drafted for each element, design guidelines and maps were prepared for use in the new Plan, and an Environmental Impact Report (EIR) was initiated.

An Administrative Draft General Plan and EIR were reviewed by City Staff, with several rounds of revisions made prior to public release. A Public Review Draft General Plan was published in July 1995. The document was made available for public review and was circulated to government agencies like Monterey County, the Association of Monterey Bay Area Governments, the Gonzales Union and Gonzales High School Districts, and the Monterey County Local Agency Formation Commission. The Draft EIR was published in December 1995. The Gonzales City Planning Commission conducted a

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public hearing on the Plan and EIR on March 11, 1996. The Commission considered written comments and oral testimony in their deliberations. After recommending various changes, the Commission forwarded the document to the Gonzales City Council. The City Council conducted a public hearing on March 18, 1996. The General Plan was adopted by the City Council on July 15, 1996. The result of this more than four-year process is a General Plan which reflects the priorities of the residents and businesses of Gonzales.

## **2. Public Participation**

Because the General Plan is intended to be a statement of community values, public participation in its development and adoption has been critical. A commitment to participation was made in the early stages of the project with the creation of the Citizens Advisory Committee (CAC). The CAC included 24 Gonzales residents with a broad spectrum of interests and perspectives. Representatives of local agricultural industry, real estate, retail stores, downtown businesses, students, seniors, clergy, and recreation interests were included, along with members representing the local school board, library, newspaper, environmental groups, historic preservationists, the Hispanic community, and public safety agencies. The CAC also included a number of interested citizens not affiliated with an interest group who wished to become more active in shaping the community's future.

All CAC meetings were open to the public and were advertised in the Gonzales Tribune. Additionally, the City maintained a mailing list for non-CAC members wishing to be notified prior to the meetings. The CAC meetings were covered by the Gonzales Tribune and were typically followed with articles in the weekly paper.

Other forums for public comment on the Plan have been the Planning Commission and City Council meetings, at which staff has provided updates on work in progress. These meetings have also been well-publicized in the Gonzales Tribune and have been televised on local access cable.

Groups with special interests have also contributed, primarily through one-on-one interviews conducted over the course of the project. These groups include housing advocates, farmers, social service agencies, the school district, and representatives of local law enforcement and water agencies.

Citizen input was also solicited through a public opinion survey administered by the Planning Department in 1993. The survey was mailed with local water bills and focused on key planning issues and residents' wishes for the future.

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Once tabulated, the results of the survey were used to help establish priorities and formulate some of the proposed policies.

### **D. Major Themes**

The Gonzales General Plan is based on several major themes. These themes were identified early in the Planning Program as the basic issues and priorities for the City's future were discussed.

#### **1. Small Town Character**

While there are many qualities that make Gonzales an attractive place to live, its "small town character" is perhaps the most important to its residents. This character is the product of a number of factors -- population size, the physical form of the City and its environs, low density and light traffic, low crime, proximity to farmland, convenient services, and historic buildings are among the more noteworthy. While the Plan recognizes and accommodates new growth, its policies are designed to keep these qualities as intact as possible as the City expands. Plan policies are intended both to protect existing neighborhoods and to encourage the design of new neighborhoods that respect and continue small town traditions.

#### **2. Agricultural Heritage**

The City's identity, history, and economy all derive from its location in the agriculturally rich Salinas Valley. Ties to the land are strong and have always been an important part of community life. Policies throughout the Plan recognize and reinforce this historic connection by conserving farmland on the City's perimeter, reducing agricultural/urban conflicts, and promoting agricultural industry as a central part of the City's economic base.

#### **3. Unified Town**

Land supply constraints will cause most residential development in Gonzales to occur on the east side of Highway 101 during the next 20 years. This trend, which began with Arroyo Estates in the late 1980s, has already resulted in the perception of an "old" town west of the freeway and a newer more suburban town east of the freeway. A major theme of the General Plan is to strengthen the ties between the east and west sides and maintain the sense that Gonzales is a cohesive community. Policies in the Land Use, Circulation, and Community Character Elements present a variety of strategies for achieving this goal.

#### **4. Balanced Growth**

Another major theme of the General Plan is balancing job and housing growth. At their earliest meetings, the General Plan Citizens Advisory Committee emphasized their desire to create new employment opportunities in town and to avoid becoming a "bedroom community" for Salinas and elsewhere. The Plan's Land Use Element identifies sites for new industrial and commercial development, and the Community Facilities Element includes policies for providing infrastructure to these areas. Policies and action programs throughout the General Plan focus on strategies to make Gonzales an attractive and viable location for new industrial, retail, and service development.

A balanced land use mix is also emphasized in the Housing Element. Housing policies promote the provision of housing at varying densities, consistent with the existing character of the City and meeting the needs of a wide range of income groups.

#### **5. Healthy Downtown**

The General Plan promotes downtown Gonzales as the center of civic activities and community life, as well as a retail and office center. Although downtown has played this role for more than a century, its future could be threatened by new shopping centers in Gonzales and in nearby cities. The General Plan emphasizes the importance of downtown in shaping the City's character and image and includes policies to bolster downtown during the coming years. Maintaining a healthy central business district is critical to achieving some of the other Plan goals, such as retaining small town character and unifying the east and west parts of the City.

#### **6. Opportunities for All Residents**

Gonzales residents come from many different household structures, circumstances, and income groups. Seniors, farmworkers, single parents, large families, and multi-generational households in Gonzales have special housing needs that may not be met solely by the private market. The General Plan calls for a housing stock that creates opportunities for all groups and matches the diversity of household types with a diversity of housing types. Policies in the Housing and Land Use Elements accommodate housing at a range of densities both in new and developing areas. The concept of a "Mixed Use" District in and around downtown Gonzales is introduced as a way to create new housing opportunities in already developed parts of town, particularly for people with mobility limitations. The Plan also calls for a mix of employment

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types so that all residents--skilled and unskilled--are afforded the chance to earn a decent wage.

## **7. Quality Public Services**

A key theme of the General Plan is that public services like roads, water, sewer, drainage, schools, parks, police and fire protection, and libraries must be expanded to keep pace with growth in Gonzales. The personalized, high-quality services that residents are accustomed to should not be compromised by the City's expansion. The corollary to this theme is that current Gonzales residents should not have to bear the full cost of service expansion and that new development should "pay its own way" as much as possible. The Circulation Element and the Community Services and Facilities Element include provisions for maintaining service levels and expanding infrastructure in areas where growth is desired.

## **8. Build Upon Local Strengths**

A final Plan theme, and one which forms a thread through all the themes described above, is to build upon Gonzales' strengths when shaping its future. The City's locational strengths include its setting on flat terrain, its proximity to the Monterey and San Francisco Bay Areas, and the availability of open land for growth and expansion. Its transportation strengths include excellent rail and freeway access, as well as uncongested roadways. Its cultural strengths include its diverse population, its rich Swiss and Mexican-American heritage, the quality of its schools, and its historic buildings. Its natural amenities include the Gonzales Slough, which forms a natural open space through the heart of town, its mature street trees, its scenic vistas to the east and west horizons, and the prime agricultural soils around the City. Through policies in each element, the General Plan capitalizes on these and other assets to sustain and enhance the City's economic vitality and quality of life.

## **E. Use and Amendment of the Plan**

The General Plan is intended to serve several purposes:

1. *It provides an overall vision for the future.* Residents or business people who desire more information about Gonzales and its long-range plans can consult the Plan. Gonzales residents and landowners may consult the Plan with regard to a particular geographic area or a particular topic of interest.

2. *It is a guide to private development.* Persons interested in developing land in Gonzales should initially consult the Land Use Element. However, it is imperative to review the diagrams and policies in the other elements as well. While the Land Use Element shows *where* development may occur, the other elements provide guidance in determining *how* development may occur.
3. *It is a tool for decision making.* The Plan is designed to be used by the City Planning Commission and City Council on a regular basis to make decisions regarding development, capital improvements, and civic priorities. City staff will review development proposals for conformance with appropriate goals and policies within the Plan. The Plan is also a decision-making tool for County, State, and Federal agencies and provides a framework for coordinating the efforts of these agencies within Gonzales.
4. *It is a vehicle for making change happen.* The Plan is more than a guide for responding to future development proposals. It is a statement of how the City intends to bring about specific changes. Action measures follow many of the policies in the document.
5. *It is an informational and educational tool.* The document is an "encyclopedia" of current conditions in Gonzales, with the first update and comprehensive analysis of land use, transportation, community character, public services, housing, natural resources, and public safety in more than a decade.

Once adopted, the General Plan does not remain static. State law permits up to four Plan amendments each year, but any number of changes can be included in each of the four amendments (Government Code Section 65358 (b)). Both the Plan diagrams and the Plan text may be amended. In the latter case, the City may determine that it is necessary to revise portions of the text to reflect changing circumstances or philosophies. Because the requirement for internal consistency is never relaxed, care must be taken to ensure that amendments maintain consistency with text and diagrams in all Plan Elements. Moreover, all amendments must be supported by findings that the amendment is in the public interest, consistent with the rest of the General Plan, and not detrimental to public health, safety, and welfare.

The State also defines how cities should maintain their Plans and prevent them from becoming obsolete. The California Government Code requires each Planning Department to report annually to the City Council on the status of the Plan and progress in its implementation. The State also recommends

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that the Plan be comprehensively reviewed every five years to determine whether it still reflects local values and conditions.

## **F. Relationship to Other Plans and Programs**

The General Plan is part of the foundation for local regulations and actions that relate to the City's future. These include the zoning ordinance, the subdivision ordinance, public works projects, housing programs, development approvals, and any specific plans or redevelopment plans that might be adopted in the future. While all future actions cannot be anticipated by the General Plan, the State does require that such actions "further the objectives and policies of the General Plan and do not obstruct their attainment." (1990 *General Plan Guidelines*, p.212)

### **1. Relation to Zoning**

The General Plan diagrams should not be confused with the zoning ordinance maps. A zoning map is a parcel-specific statement of how land may be used at the present time. As a legal instrument, the zoning map has immediate force and effect. By contrast, the General Plan is long-range and does not necessarily have a direct and immediate effect on land use. The State Government Code (Section 65860) requires zoning ordinances (including zoning maps) in general law cities to be *consistent* with the General Plan. This does not mean that the maps and diagrams need to be identical. Since the General Plan responds to 20-year goals while zoning responds to immediate needs, some of the land designated for development on the Land Use Diagram may remain zoned for agriculture for some time. This underscores the need to consult the text as well as the Diagram when making land use decisions. Various policies in the Plan (addressing water and sewer extensions, road improvements, etc.) provide guidance on when rezoning would be appropriate.

There are other distinctions between the zoning ordinance and the General Plan. First, boundaries on the General Plan map are generalized while zoning boundaries typically follow parcel lines. Second, the General Plan land use classifications are broader than the Zoning Ordinance classifications. Multiple zoning districts may exist within a single General Plan classification, as long as all of the unit types allowed in each zoning district are also permitted in the corresponding General Plan category.

Many General Plan policies, particularly those in the Land Use, Housing, and Community Character Element, call for specific zoning ordinance

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amendments. The State General Plan Guidelines recommend that two years is a reasonable limit for zoning amendments following a General Plan revision. The Government Code (Section 65858) further states that two years is the maximum period during which a City can impose interim zoning regulations.

## **2. Relation to Subdivision Regulations**

The California Government Code specifies that cities may not approve a tentative or final subdivision map unless the subdivision, including its design and improvements, is consistent with the General Plan. Consistency may be found only when the City has an adopted General Plan and the proposed subdivision is compatible with its policies, programs, and land uses. The State also requires that the subdivision ordinance be consistent with local Open Space Elements, including provisions in these elements for parkland dedication or in-lieu fees.

## **3. Relation to Public Works Projects**

Section 65401 of the State Government Code empowers the City Council to prepare and submit a list of all public works projects for study or construction during each ensuing year. Such lists must be submitted to the Planning Commission for review as to their conformity with the General Plan. Section 65402 requires the Planning Commission to review the conformity of a number of specific Council actions with the General Plan, including acquisition or sale of public land, street vacations, and construction of public buildings.

## **4. Relation to Building and Housing Codes**

State Housing Law requires the City to adopt regulations imposing essentially the same standards as those contained in various uniform industry codes (such as the Uniform Building Code and Uniform Plumbing Code). The law also imposes special standards which are more burdensome than these codes to protect against certain hazards (earthquakes, etc.) and achieve certain resource goals (energy conservation). The City can also adopt standards which vary from those required codes if justified by local conditions. Although not explicitly required by State law, the General Plan is an appropriate vehicle for documenting such local conditions and specifying the reasons that variations from State law are required.

## **5. Relation to Environmental Review Procedures**

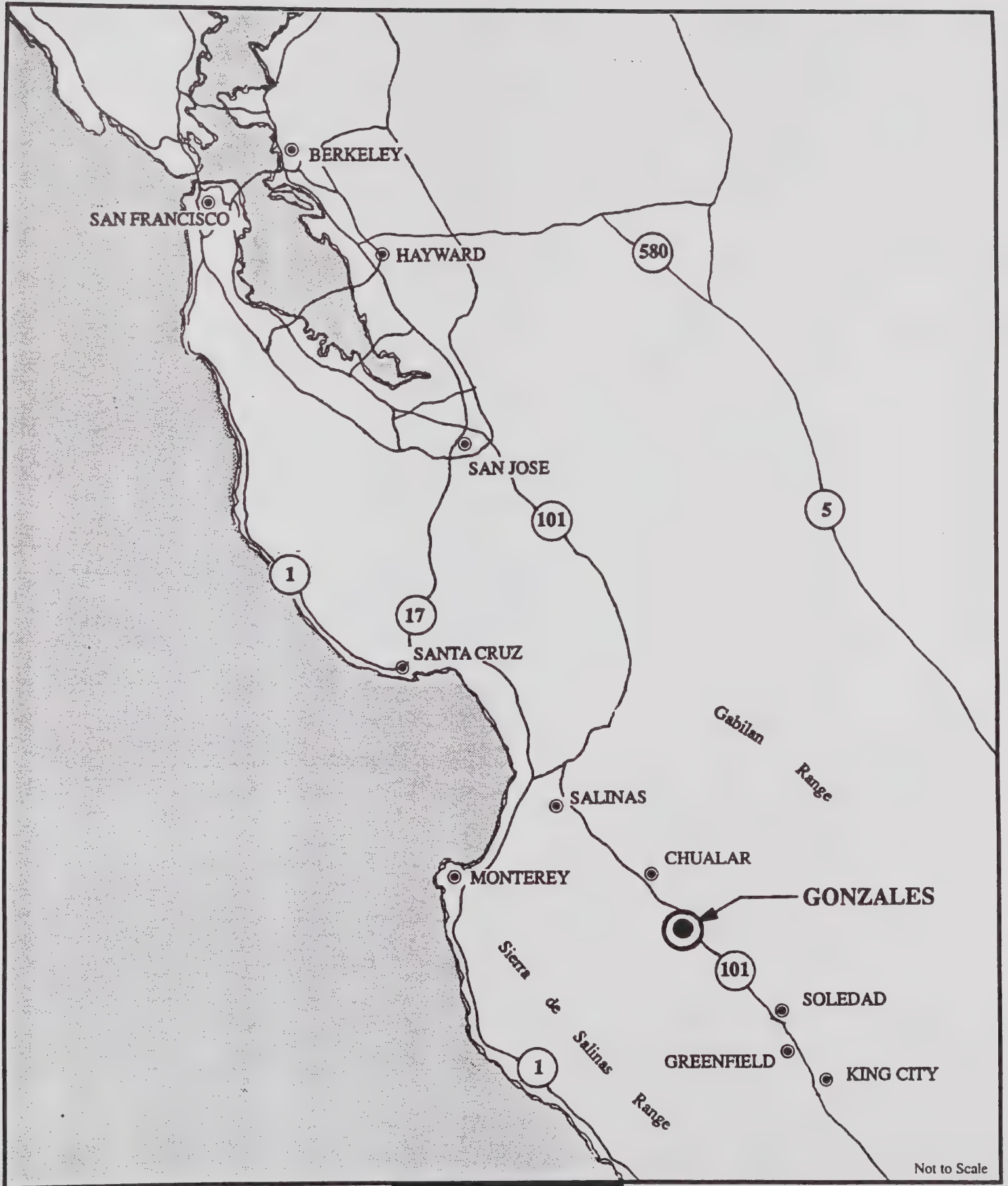
The General Plan is subject to the provisions of the California Environmental Quality Act (CEQA). Accordingly, environmental review of this document was performed by the City and an Environmental Impact Report (EIR) was deemed necessary. The EIR evaluated and proposed mitigation measures for all significant adverse impacts of the Plan. Section 15080 of the State CEQA Guidelines requires that consistency with the General Plan be considered during environmental review for subsequent projects. The impacts of such projects will normally be considered significant if they conflict with the adopted environmental plans and goals of the City.

### **G. Definition of the Planning Area**

The location of the City of Gonzales and its relation to the region is shown in Figure I-1. The Planning Area is shown in Figure I-2.

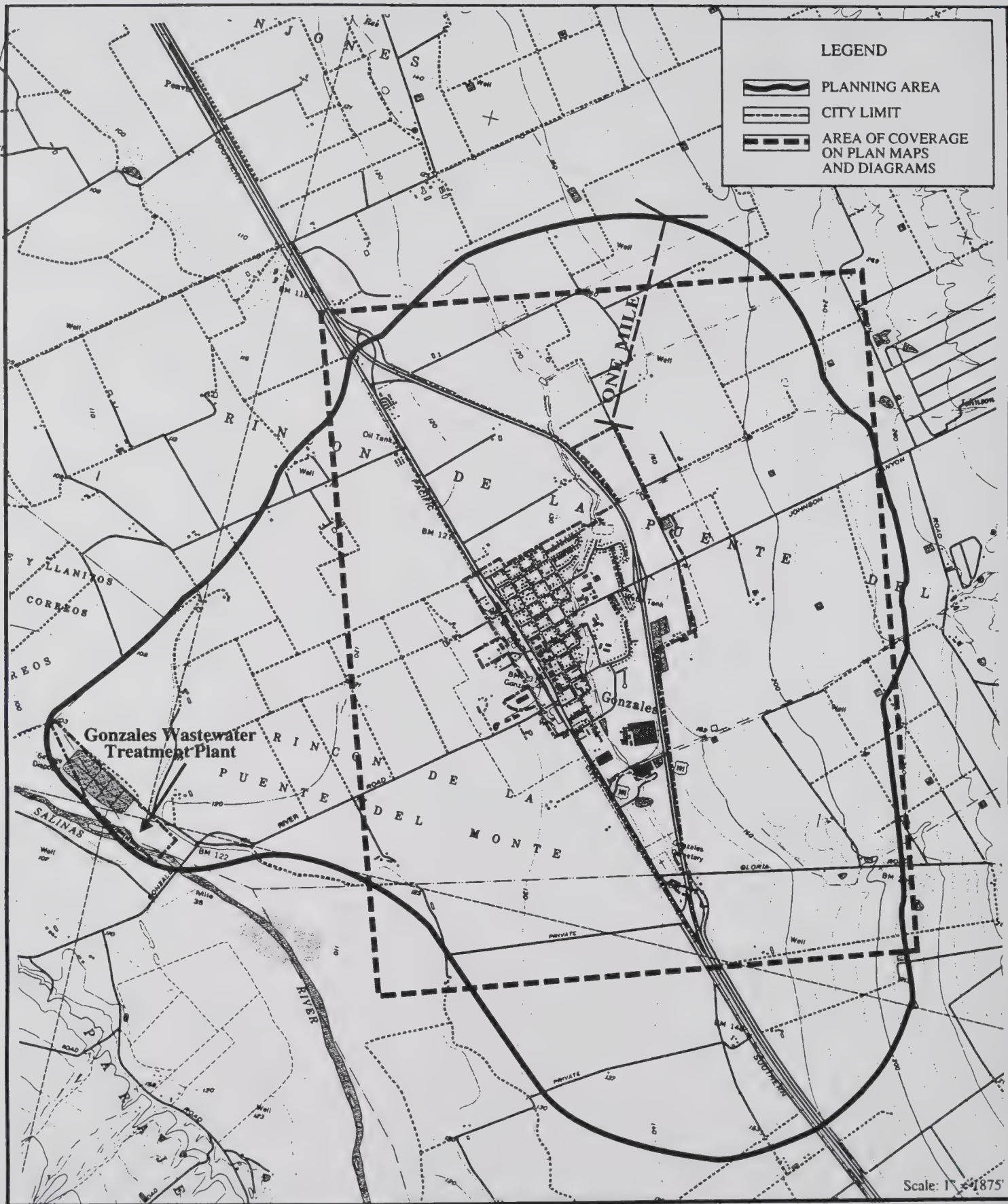
By law, the General Plan must cover all territory within the City limits as well as land outside the City which "bears relation to its planning." Thus, the Planning Area may extend beyond City limits. Planning for unincorporated areas adjacent to the City provides a means for the City to indicate to its neighbors (including the County) its concerns and intentions for the future. It also provides a means for guiding the orderly extension of roads, services and utilities and ensuring that appropriate limits to urban growth are maintained.

In Gonzales, the Planning Area includes all land within the City limits and an area extending one mile beyond the City limits in all directions. The City has determined that land use decisions within this area could affect its ability to achieve the basic goals of this General Plan. However, subsequent maps and diagrams in this Plan focus on the portion of the Planning Area where development is anticipated. This anticipated development area is shown with a dashed line on Figure I-2. Because the portion of the Planning Area outside the dashed line will remain in agricultural use for the next 20 years, only a limited amount of data collection and analysis have been conducted. The County General Plan should be consulted for additional data on this area. Within the Planning Area is a "proposed sphere of influence" which represents the City's ultimate physical boundaries for the planning period. The proposed sphere of influence boundary is used by the Monterey County Local Agency Formation Commission (LAFCO) to evaluate local annexation requests. Gonzales presently has a very limited proposed sphere of influence, reflecting the previous General Plan and including only a handful of parcels outside the City limits. The old sphere has been determined to be inadequate to achieve



# **GONZALES** GENERAL PLAN

FIGURE I-1  
Regional Location



# **GONZALES** GENERAL PLAN

**FIGURE I-2**  
**Gonzales Planning Area**

the goals of this Plan. Consequently, the City will request that LAFCO amend the sphere boundary to encompass all of the areas planned for urban growth (e.g., non-agricultural uses) depicted on the Land Use Diagram (Figure II-2). The new proposed sphere of influence is shown in Figure I-3.

## **H. Organization of this Document**

The General Plan contains nine chapters, including the Introduction, seven Elements, and an Implementation section. The **Land Use Element** describes existing land uses in the City and presents concepts for the City's future physical development. The **Circulation Element** addresses mobility issues, including street improvements and provisions for trucks, bicycles, pedestrians, rail, and mass transit. The **Housing Element** explores social, economic, and housing conditions in Gonzales and develops policies and programs to meet current and future affordable housing needs.

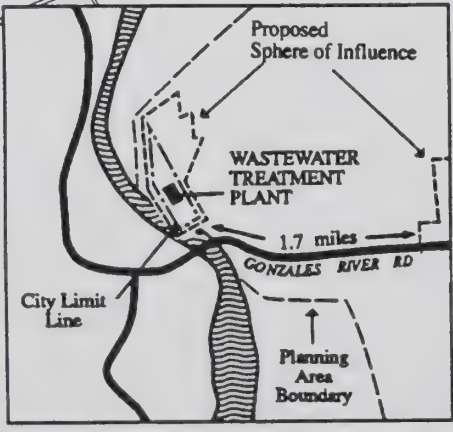
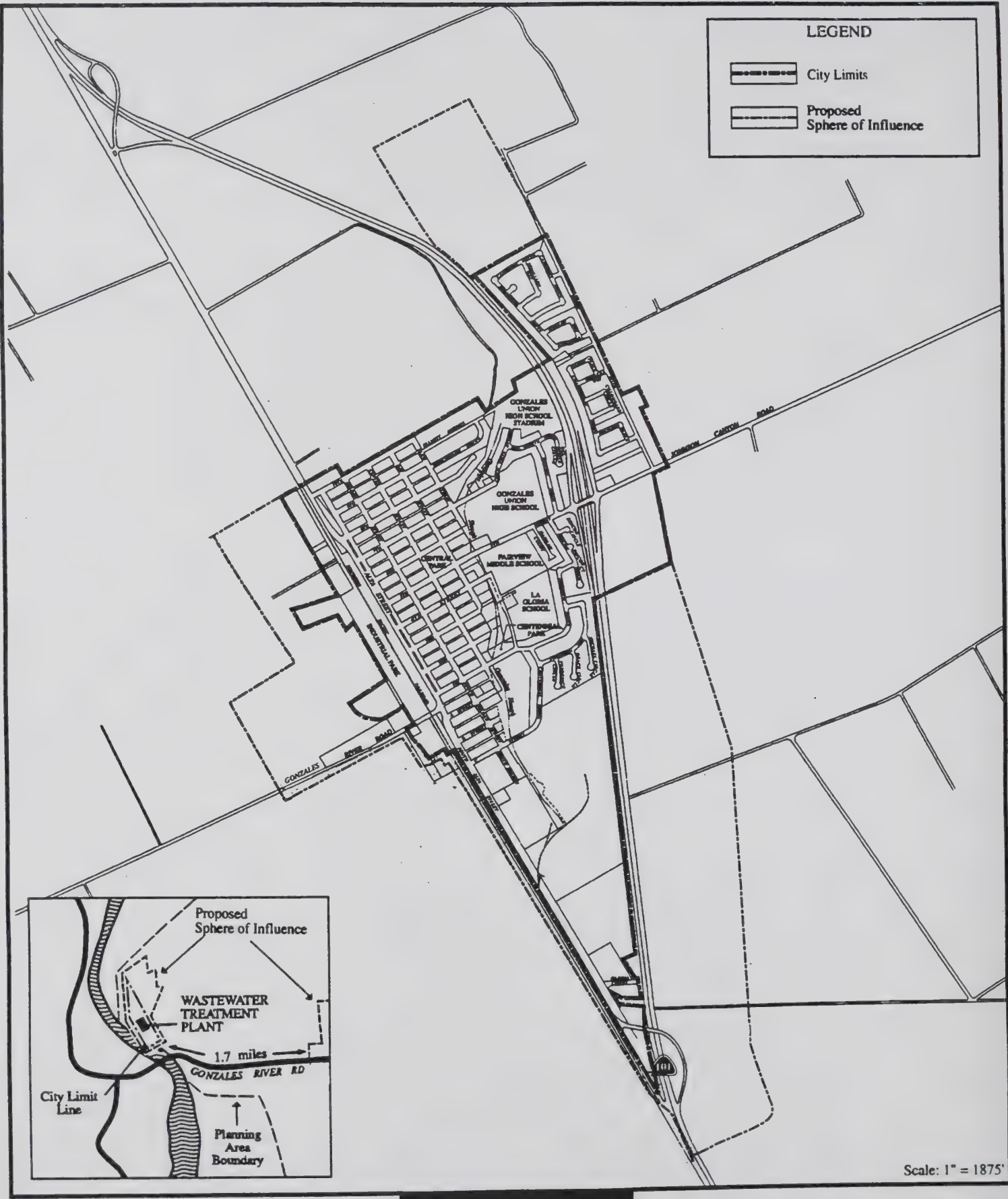
The **Community Health and Safety Element** focuses on natural hazards, with policies protecting residents and property from earthquakes, floods, fire, and other environmental hazards. The Element also addresses City police and fire services. It also addresses noise conditions in Gonzales and incorporates measures to minimize future noise problems. The **Environmental Resources and Conservation Element** addresses historic and cultural resources, vegetation and wildlife, parks, soil resources, water resources, air resources, and open space.

The **Community Services and Facilities Element** profiles water, sewer, drainage, solid waste, school, and library services and identifies how these services should be managed in the future. The **Community Character Element** describes urban design issues in Gonzales. It includes provisions to protect existing neighborhoods as well as provisions to ensure that new development is attractive and appropriate. An **Implementation** chapter at the end of the document summarizes the regulatory changes and other actions needed to carry out the Plan.

An **Environmental Impact Report** for the General Plan has been prepared and is available for review under separate cover. The EIR includes mitigation measures for Plan impacts, as well as an analysis of Plan alternatives.

Each Element in the Plan consists of text, maps, and other diagrams or illustrations. The text includes a description of background conditions and a discussion of future conditions which includes goals, policies, and actions for the future. **Goals** describe ideal future conditions or end states ("clean air and

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Scale: 1" = 1875'



# GONZALES

GENERAL PLAN

FIGURE 1-3  
Sphere of Influence

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water") and are usually broad and abstract. **Policies** provide direct guidance on decisions relating to these goals and suggest specific implementation measures, or **actions**. In some cases, these actions are explicitly stated following the policies, with responsible parties or timelines identified.



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## **Chapter II LAND USE**

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### **A. Introduction**

#### **1. What is the Land Use Element?**

The Land Use Element presents the diagrams, definitions, and policies that will guide future land use decisions in Gonzales. Probably more than any other Plan Element, the Land Use Element will have a major impact on the form and character of Gonzales over the next 20 years. Its policies address such issues as conservation of residential neighborhoods, urban expansion, economic development, maintenance of a healthy downtown, and creation of quality new neighborhoods and business areas.

The requirements for the Land Use Element are spelled out in Government Code Section 65302(a). The Element must designate the general distribution, location, and extent of land used for housing, business, industry, open space (including agriculture and parks), education, public buildings and lands, and waste disposal facilities. Standards for population density and building intensity in each planning district are required.

The Land Use Diagram in this Element (Figure II-2, p.II-19) designates the general extent of development envisioned for the year 2015. While the Diagram may be seen by some as the most essential component of the entire Plan, it is only a graphic representation of the policies expressed by the Plan's Elements. Users of this document are advised to refer to the policies as well as the Diagram when evaluating proposed development and capital improvement projects.

#### **2. Organization of the Element**

The Land Use Element begins with a description of current land use patterns in Gonzales. Both the regional and the local setting are considered. The Element provides an historical perspective of the City and describes the major stages in its development. Current trends are examined to determine where

the City may be headed in the future. Issues relating to these trends are discussed.

The Element proceeds with a vision of what Gonzales will be like in the year 2015. This vision is articulated first with population projections and second with some basic concepts about how and where development should take place. The Land Use Diagram illustrates these concepts graphically and the text defines the various land use categories and activities depicted on the Diagram.

The final section of the Element includes land use goals, policies, and actions. These statements respond to the various issues identified by the Citizens Advisory Committee (CAC), the Planning Commission, the City Council, and the residents of Gonzales throughout the General Plan program. They provide a means of protecting the City's best qualities and enhancing the quality of life in the future.

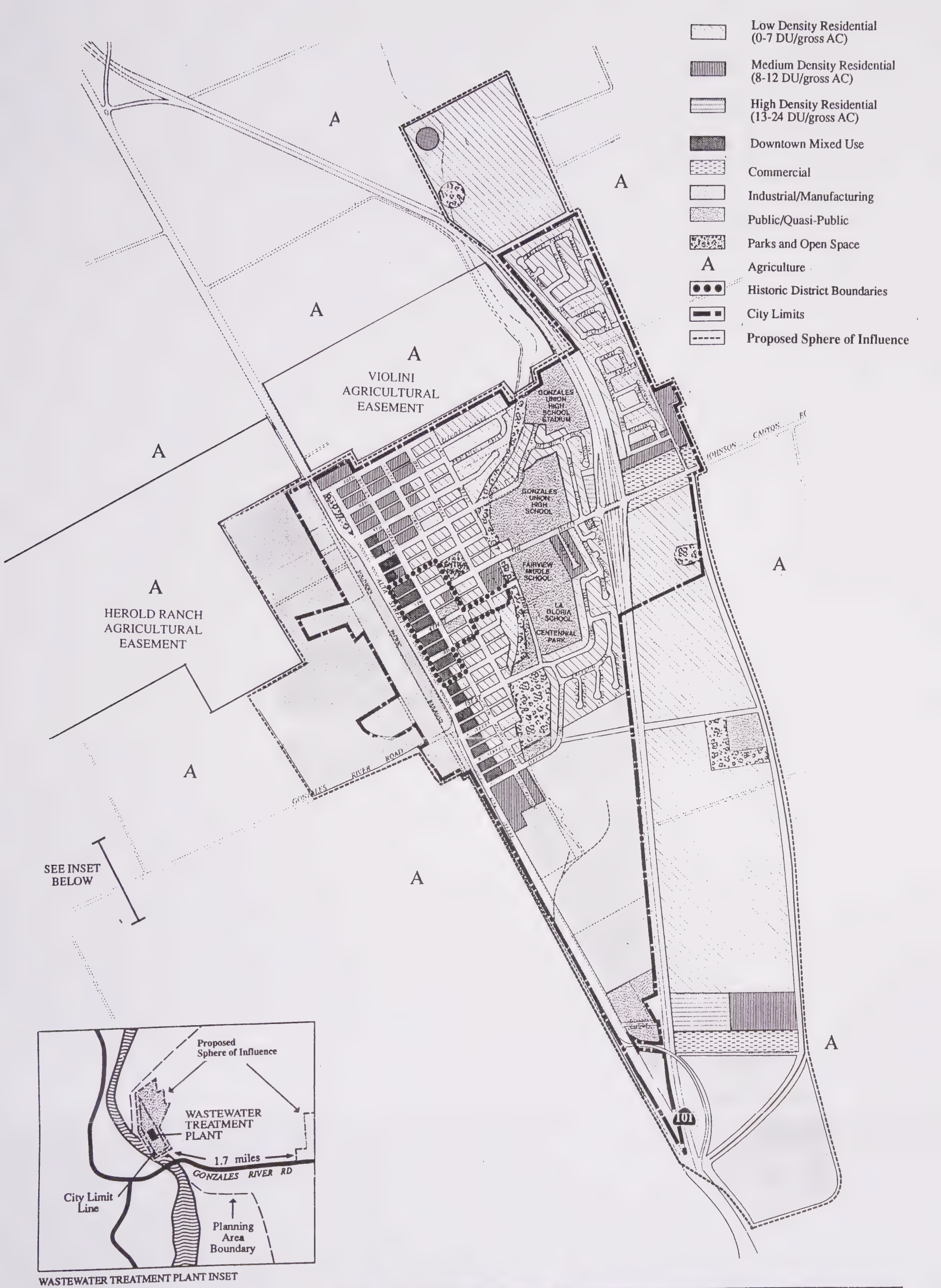
## **B. Land Use Framework**

### **1. Physical Setting**

The physical setting of Gonzales has shaped past development patterns and will continue to do so in the future. The City is located in the central part of the Salinas Valley, 16 miles south of the City of Salinas and 33 miles north of King City. San Jose and San Francisco lie to the north, about 70 miles and 120 miles respectively.

The combination of climate, soil, terrain, and water have made the Salinas Valley one of the State's most productive agricultural regions for well over a century. The Valley is rich in history and has played a major role in California's cultural development and its folklore. Its farms continue to be major contributors to the State's economy and provide thousands of annual and seasonal jobs, as well as secondary jobs in food processing and agricultural businesses. At Gonzales, the Valley floor is about six miles wide, with fields of lettuce, broccoli, asparagus, strawberries, grapes, nursery crops, and other field crops and vegetables planted nearly to the base of the Sierra de Salinas on the west and the Gabilan Mountains on the east. The City is surrounded on all sides by prime agricultural lands.

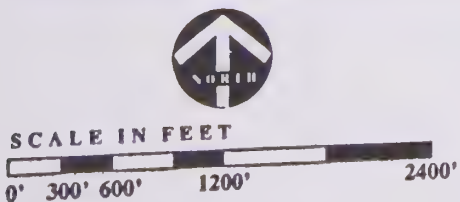
The entire Salinas Valley is drained by the Salinas River, which originates in the Coast Range south of King City and flows north to Monterey Bay. The River is located about two miles west of Gonzales and is fed by a number of



# GONZALES GENERAL PLAN

FIGURE II-2  
Land Use Diagram

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creeks descending from surrounding hills and from sloughs which cross the Valley. One of these sloughs bisects Gonzales, creating a natural drainageway through the City and providing some visual relief on the otherwise flat terrain. The hills to the west of the Valley are taller, more dramatic, and more densely wooded than those to the east. The eastern hills are drier and more rolling, as is typical of the large ranches that dominate eastern Monterey County.

The Valley is crisscrossed by a rectangular grid of mostly unimproved roads. Highway 101 and the Southern Pacific railroad angle across this grid and provide the main transportation arteries through the Valley. River Road runs from Gonzales to the western shoulder of the Valley and provides scenic vistas to citrus and avocado orchards, grazing land, and vineyards on the slopes of the Sierra de Salinas, as well as expansive views across the Valley. Johnson Canyon Road runs from Gonzales to the Valley's eastern shoulder, with a number of ranches and dairies located in the vicinity. East-west roads run between the two sides of the Valley at quarter-mile, half-mile, or one-mile intervals bisected at right angles by north-south roads running at similar intervals. The roads frame a patchwork quilt of farms ranging in size from about 20 acres to several hundred acres. A complex network of irrigation canals and furrows crosses the area, with water pumped from the ground and from San Antonio and Nacimiento Reservoirs to the south.

From Gonzales, the Salinas Valley appears expansive, stretching all the way to the horizon on the north and south and well into the distance on the east. Only the steep hills to the west are an obvious physical barrier. Without terrain or water features defining the City's boundaries, edges are formed for the most part by agriculture. Sometimes a road or highway separates the urban edge from the surrounding farmland; in other cases, there may only be a fence or an unmarked property line.

Man-made features like highways and railroads also frame the edges of Gonzales. The Southern Pacific railroad tracks define the western boundary, although some agricultural industry is located west of the tracks. The Highway 101 freeway defines part of the eastern boundary, although new development east of the freeway has pushed the edge out to Fanoë Road and Herold Parkway.

Given the lack of physical constraints and the precedent of new housing and shopping areas east of Highway 101, Gonzales is a likely candidate for additional growth during the coming decades. With the exception of Chualar, an unincorporated farming town, and Chualar Canyon to the northeast, Gonzales is the first community reached when traveling south from Salinas and the Monterey Bay area. Driving time to Salinas is roughly 20 minutes, to

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Monterey about 30 minutes, and to the Southern Santa Clara Valley about an hour. The 1990 Census reported that home prices in Gonzales were 62 percent of the Monterey County median and were significantly less than prices in the San Francisco Bay Area. In short, the City is well-positioned for expansion.

## 2. History

The first residents of the Gonzales area were native Americans known as the Ohlone. However, there are no known remnants of their presence in Gonzales and there is no written record of their presence in the vicinity of the City.

The Gonzales townsite was part of an 1836 Mexican land grant given to Teodoro Gonzalez, who was then the acting alcalde (mayor) of Monterey. The grant, known as the "Rincon de la Punta del Monte" (ranch at the foot of the mountains), encompassed 15,128 acres of the Salinas Valley. Cattle raising was the predominant activity for about 40 years, with the ranch leased to Hildreth and Dunphy for much of that period.

Teodoro Gonzalez' two sons, Alfredo and Mariano, eventually inherited the rancho and laid out the town of Gonzales in 1874. The original town covered about 40 blocks, with Alta, Belden, Center, Day, and Elko streets running north to south, and numbered streets from First to Tenth running east to west. The rectangular grid was typical of towns founded during that period in California history, with blocks measuring roughly 300' by 300' bisected by mid-block alleys. The Southern Pacific railroad had been in place for almost two years when the town was founded, with tracks connecting Soledad to Salinas. However, no stop was created at Gonzales until two local businessmen, George and Thomas Faw, convinced Southern Pacific to provide one some years later.

Several homes in Gonzales, including some still standing today, pre-date the founding of the town. The first known house was built in 1869 by Philip Collins, an immigrant from County Cork, Ireland. A house still exists on this site at First and Center Streets. The Albina Brusa House, built in 1873 at Second and Belden, is believed to be the oldest home still standing in Gonzales (*Source: Gonzales Centennial Book, 1974*). Schools were built after the founding of the town, along with churches, homes and businesses. Several of these structures still stand today (see the "Community Character Element" for further detail on historic buildings.)

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Settlers of varied cultural and ethnic backgrounds came to Gonzales during the early years. Grain became the primary crop produced on nearby farms during the 1880s, joined by dairies producing cheese in the 1890s. Swiss dairy farmers migrated to the area during the late 1800s and early 1900s, bringing their families to the growing town. In the 1920s, the dairies were gradually converted to row crop cultivation. As these activities were labor-intensive and often seasonal, migrant laborers became an important part of the workforce. Several waves of migrant field workers came to the Valley, including Filipinos, families seeking refuge from "dust bowl" conditions in the American Midwest, and finally, immigrants from Mexico. Many seasonal workers eventually settled in the area, finding year-round jobs in agricultural industries.

Although homes and businesses were added, the town's basic form did not change dramatically during the first half of the twentieth century. The street grid remained intact and was expanded only slightly. Two-lane Highway 101 remained the main link to the north and the south, as well as the main artery between San Francisco and Los Angeles. Roadside businesses served travelers along the Highway, and a median strip separated Alta Street from the busy traffic lanes. Agricultural industry continued to locate near the railroad tracks, with packing sheds, labor camps, and farm businesses along both sides of the railroad. Downtown remained compact, with activities concentrated at the corner of Fourth and Alta. Lots in the original townsite developed gradually, with the Slough forming a natural edge to the town for many years. Beyond the Slough was the high school, and beyond that farms stretched to the base of the Gabilan Range several miles away.

Gonzales incorporated in 1947. During the first census in 1950, its population was 1,821. Growth continued at a slow pace during the 1950s, 60s, and 70s, with some newer development occurring beyond the confines of the original town. A number of the east-west streets, including First and Seventh, were extended east across the Slough into small subdivisions with curving streets, cul-de-sacs, 60' x 100' lots and other features which broke tradition from the historic grid.

Probably the most significant change after incorporation was the relocation of US Highway 101 in the 1960s. A US 101 freeway bypass was aligned along an arc around the City's east side to provide convenient access while avoiding displacement of residents and businesses. Once built, the freeway and railroad defined a lens-shaped area which contained virtually the entire City as well as several hundred acres of agricultural land north of Tenth Street and south of C Street. The City's first General Plan, prepared in 1963, directed future growth into these areas. Because the new freeway made certain farming

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practices (aerial spraying, etc.) less feasible on these properties, they seemed to be logical areas for the City's expansion.

A major winery and a vegetable processing plant located in the wedge-shaped area south of C Street, but the area north of Tenth Street remained agricultural. For a variety of reasons, the land did not become available for development and residential growth was directed to other parts of the Salinas Valley. The City's population grew by just 12 percent during the 1970s, compared to 40 percent in Soledad and Salinas and 60 percent in Greenfield.

By the 1980s, it became apparent that Gonzales would need to explore new directions for future growth, including the area east of the freeway. The "East-of-101 Area" was attractive because it could support the kind of large-scale affordable ownership subdivisions that were in high demand in Monterey County. Because the area was physically separated from the rest of town by the freeway, it could be designed and marketed as commuter housing for persons working to the north. The first project east of 101, Arroyo Estates, was constructed in the late 1980s. It was immediately followed by Sunrise Ranch during the early 1990s. The developments were accompanied by a new shopping center on the northeast side of the Fifth Street interchange. Within five years, 283 new dwelling units were built east of the freeway, increasing the number of units in the City by about 30 percent. Sales were brisk in the developments, prompting proposals for additional development east of the freeway.

In 1991, Monterey County acquired an agricultural easement on the land north of Tenth Street, further reducing the feasibility of northerly growth west of Highway 101. Given the established pattern of industrial land uses to the west and south of town, the easement effectively directed all future residential growth to the area east of Highway 101. By January, 1994, final map approval had already been given to 72 units on the south side of Fifth Street east of Highway 101, with another 245 units planned for future phases of that project. Another 243 units have been proposed north of Sunrise Ranch. Buildout of these projects alone will bring the total number of units east of the freeway to 843, nearly as many units as are currently located west of the freeway. Ironically, the freeway that was aligned to skirt Gonzales' fringe may soon be running through the middle of town.

The development east of the freeway has already changed the shape of the City and created a psychological as well as physical distinction between "old" and "new" Gonzales. The area to the east is new and homogeneous; its homes are more uniform and less dense than in old Gonzales and its character is distinctly suburban. The area to the west is more varied and eclectic, with

housing ranging from suburban tract homes to historic bungalows and cottages. Likewise, the commercial area east of the freeway consists of a modern, auto-oriented center, similar to those found throughout California suburbs. West of the freeway, commercial uses are scattered on sites along Alta Street and in vintage 1910s-1920s commercial buildings along Fourth Street.

Given current trends, it seems likely that the area east of Highway 101 will continue to support much of the City's future residential growth. While this presents exciting opportunities to create new neighborhoods and job centers which complement those west of the freeway, it also presents the danger of creating an "East Gonzales" and "West Gonzales" with very different socio-economic profiles. One of the major themes of the General Plan is to keep the community unified as development east of the freeway proceeds and to continue to encourage reinvestment in and conservation of the older parts of town.

### **3. Existing Land Use**

This section presents a profile of existing land uses in Gonzales. It describes land uses at two geographic levels: the "Planning Area," which encompasses the entire City, proposed sphere of influence, and surrounding farm areas; and the "City," which encompasses only those areas within the 1995 City limits.

Planning Area. The Gonzales Planning Area extends about one mile in all directions from the City limits. It extends slightly further on the west to include the City's wastewater treatment plant along the Salinas River. The Planning Area is shown on Figure I-2 (page I-14).

On the north, the Planning Area includes the northern Highway 101 interchange and the agricultural areas along both sides of Associated Road. On the south, the area extends a mile beyond the southern Highway 101 interchange and includes the agricultural areas on both sides of Gloria Road. On the west, the boundary runs approximately midway between the Salinas River and the Southern Pacific Railroad, arcing further to the west around Gonzales River Road to include the wastewater plant (although the plant is not contiguous with the rest of Gonzales, it is contained within the City limits). On the east, the Planning Area boundary runs parallel to and about one mile east of Highway 101, crossing Johnson Canyon Road just west of Iverson Road.

The City has defined its Planning Area broadly to convey its position that land that is not designated for development in this Plan should remain in

agricultural use. Policies addressing this position are presented later in this Element.

The City of Gonzales, described below, occupies 600 acres of the Planning Area. Outside the City and to the north, the Planning Area contains vegetable crops on either side of the railroad and Highway 101. There are a number of farm homes, surrounded by clusters of mature trees, but otherwise vistas are uninterrupted. There is a labor camp to the west of the railroad and a gas station at the northern interchange.

To the east of the City limits, the land is planted in vegetable and row crops. Parcel sizes tend to be larger than those to the north and there is a gentle upslope to the east. Trees are absent, save for the occasional clusters around farm houses. The picture is very much the same to the south, where large truck farms and fields of row crops are uninterrupted for almost 2½ miles to the Soledad Correctional Facility. Beyond the City limits on the west, the Planning Area includes a number of agricultural businesses and packing sheds along Gonzales River Road and west of the Southern Pacific tracks. To the north and south of this area, large scale field crop and truck farms are predominant. The City's wastewater treatment plant is located 1.7 miles west of the Southern Pacific Railroad on the northeast bank of the Salinas River.

Parcel sizes outside the City limits tend to be fairly large considering their proximity to the City. Most are larger than 40 acres and several even exceed 500 acres. There has been virtually no rural residential ("ranchette") development on the City's perimeter. As a result, the transition from urban uses to farmland is abrupt in most places. The large size of the surrounding parcels suggests that much of Gonzales' future growth will be in developments larger than those built in the past. The California Breeze development (84 acres) is more indicative of the scale of residential development likely to be proposed in the future. Given the impacts of such development on the City's character and services, phasing plans will be critical when new projects are proposed.

Land use patterns outside the City limits create a number of conditions that will affect how and where Gonzales expands. As mentioned earlier, growth to the north was blocked in 1991 by acquisition of an agricultural easement along the northern City limits. Growth to the west, at least residential growth, is difficult because of the Southern Pacific Railroad and the established presence of industry in the area. Westerly growth is further constrained by an agricultural easement on a 540-acre ranch just beyond the current City limits. Because of noise concerns, the existing industrial character of the area, and the difficulty of increasing traffic at grade-level railroad crossings, the area

west of Gonzales is not well-situated for new housing development. However, new industrial development would be compatible with the existing uses and would create fewer public safety concerns at the railroad crossings.

By contrast, the areas to the northeast, southeast, and east of the City are relatively unconstrained. The only existing land uses are agricultural, and there are very few physical or man-made barriers other than Highway 101. Additional overcrossings would be needed to contain traffic and maintain continuity east and west of the freeway, but otherwise the area appears to be well-suited for expansion. The absence of barriers in this area makes it especially important to establish limits to urban growth within the General Plan. Otherwise, Gonzales could conceivably keep growing east to the base of the foothills, as long as water and other urban services could be provided and air quality and other issues of regional concern could be mitigated. Such a scenario would clearly be inconsistent with the expressed desire of Gonzales' residents to maintain a "small-town" environment and protect agriculture on the perimeter of the City.

City of Gonzales. Table II-1 and Figure II-1 illustrate existing land uses in Gonzales as of 1994. The City contains 600 acres, including the non-contiguous parcel which contains the City's wastewater treatment plant.

No single land use predominates in Gonzales. About 30 percent of the City consists of residential uses, and about 24 percent consists of streets, highways, railroad, and utility uses. Industrial uses encompass just over 21 percent of the City and public uses represent about 13 percent. Commercial and open space uses each encompass about three percent of the City. Only four percent of the City's land is vacant, and most of this area is committed to future development.

A number of observations can be made regarding the City's land use mix. First is the predominance of single family housing in residential areas. Gonzales is very much a city of single family detached homes, with such housing encompassing 83 percent of the residential total. Second is the relatively large area in industrial land uses. The City of Greenfield General Plan reported that the "average" California city contained about 5.6 percent of their land area in industrial use (*Source: Knox Associates*); the figure is more than 21 percent in Gonzales. Third is the scarcity of vacant land. Only 28 acres in Gonzales were classified in the land use inventory as vacant, providing little room for the City's expansion.

**Table II-1**  
**GONZALES LAND USE INVENTORY - 1994**

Use	Acres	% of Total
Residential	191	31.8
<i>Single Family</i>	<i>(158)</i>	<i>(26.3)</i>
<i>Duplex/Triplex/Fourplex</i>	<i>(14)</i>	<i>(2.4)</i>
<i>Multi-family</i>	<i>(18)</i>	<i>(3.0)</i>
<i>Other</i>	<i>(0.4)</i>	<i>(0.1)</i>
Commercial	18	3.0
Industrial	128	21.3
Public/Semi-Public (including wastewater plant)	78	13.0
Open Space	16	2.7
Streets/Highways/Railroad/Utilities	141	23.5
Vacant	28	4.7
<b>TOTAL</b>	<b>600</b>	<b>100.0</b>

*Source: Brady and Associates, 1994*

While there is some mixing of land uses in Gonzales, most of the residential, industrial, commercial, and public areas are clearly separated. The City's physical form reflects its various stages of development. The core of Gonzales is the original townsite, extending four blocks by ten blocks, with streets aligned parallel and perpendicular to the railroad. West of the original townsite, land uses are industrial in character, with packing sheds, agricultural implement and machinery shops, and similar uses predominating. East of the original townsite and beyond the Slough, Centennial Park and the City's three public schools provide a buffer to the newer subdivisions beyond. The newest development lies beyond Highway 101, where the new California Breeze subdivision is located south of Fifth Street, and Arroyo Estates, Sunrise Ranch, and the Gonzales Shopping Center are located to the north. South of the original townsite, the City limits taper and form a right triangle. The area contains apartments, a large winery, a cemetery, a feed store, an electrical shop, a vegetable processing plant, and vacant land.

"Downtown" Gonzales does not have well-defined boundaries, but generally extends down Fourth Street from Alta for about two blocks, and for a block or two in either direction on Alta Street from the corner at Fourth. The area contains a mix of one- and two-story commercial and civic buildings, some of

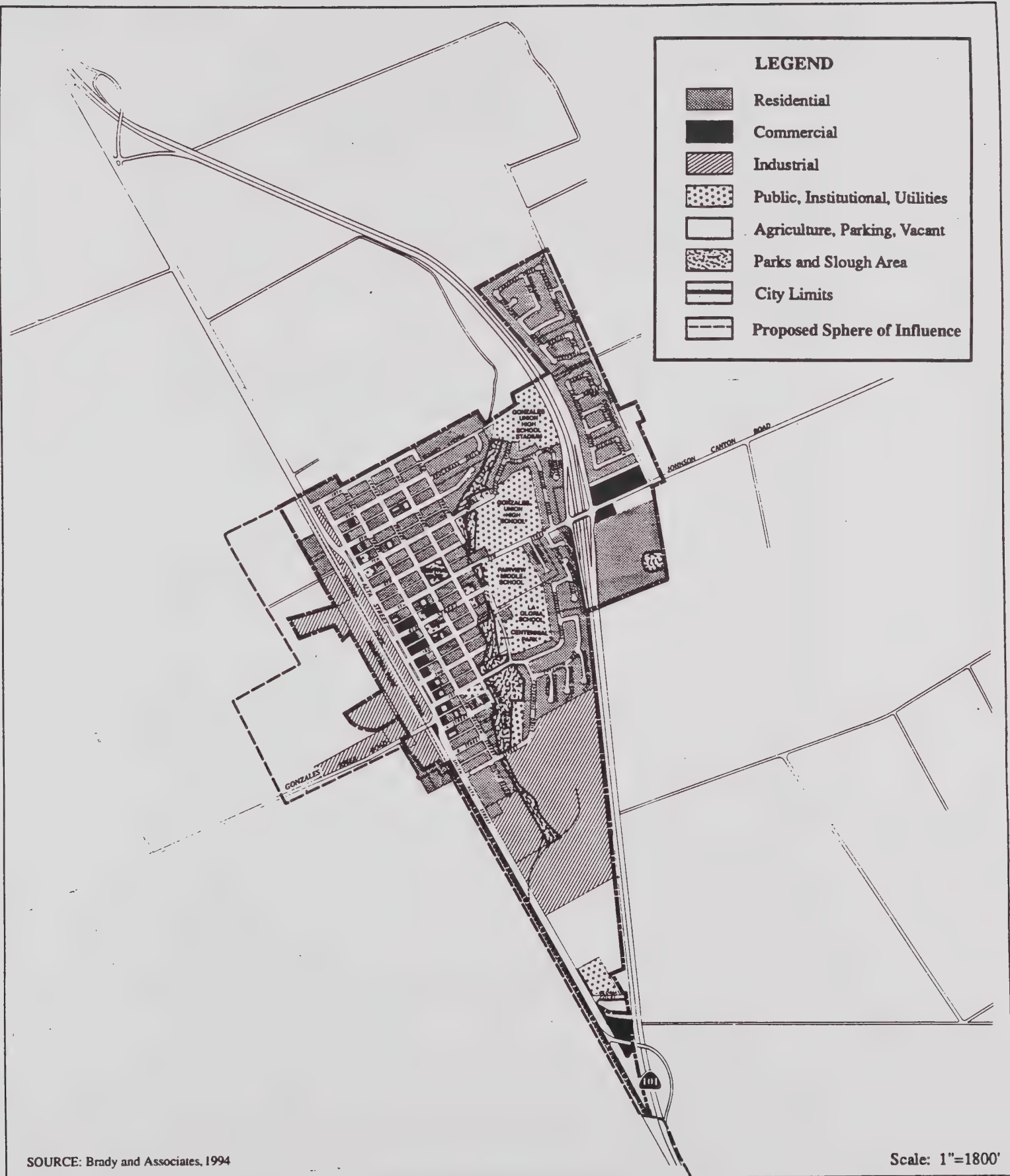


FIGURE II-1

## Existing Land Use



NOTE: Map represents existing conditions as of 1994 and should not be confused with Figure II-2 which shown future land uses.

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which date back to the turn of the century. The mix of architectural materials and styles, lack of setbacks and large parking lots, historical ambience, presence of "mom and pop" stores and services, pedestrian scale, and concentration of public uses (City Hall, post office, senior center, etc.) are evocative of small farming towns throughout California. As in other rural downtowns, the uniqueness of the buildings and businesses make the area special to local residents and provide a living reminder of the town's history and traditions. They are part of what make Gonzales distinct from Soledad, Greenfield, King City and other towns in the State.

Despite Gonzales' small size, its residential neighborhoods contain a great variety of lot sizes, housing types, and architectural styles. In the older areas, most homes are one-story wood frame buildings with peaked roofs. Since the blocks are bisected by alleys, the garages are often detached and set to the rear of the lot. Street trees and wide streets further define the City's character.

Closer to Alta Street, the pattern of single family homes is interrupted by duplexes, triplexes, and apartments. Some of these buildings blend well with the area's single family character, while others stand out as being "motel"-like in their design.

The newer areas east of the Slough primarily contain California ranch-style homes with attached garages. East of Highway 101, the housing is quite new and includes a mix of fourplexes adjacent to the shopping center, ranch-style homes in Arroyo Estates, larger one- and two-story contemporary homes in Sunrise Ranch, and new homes under construction in California Breeze.

The City is built on virtually flat terrain, with the Gonzales Slough providing the only significant relief. The Slough flows in its natural channel through much of the City, but is culverted in some areas. In most places, grasses, wildflowers, and mostly non-native plants grow along the banks. Monterey pines and pepper trees have been planted along the banks in some residential yards. Although a trail runs along the Slough for some of this length, it is non-continuous and the area has never officially been dedicated as a public park.

#### **4. Principal Issues**

With a population of about 5,800 and about a square mile of land area, Gonzales is still a relatively small town. However, the City has doubled its population in the past 20 years and tripled its land area in the last 30 years. Much of this growth has occurred within the last five years. Given the rate of

population growth predicted for Monterey County during the next few decades, Gonzales will probably continue expanding rapidly through the beginning of the next century.

The same qualities that have made the Salinas Valley attractive for agriculture for more than a century now make it an attractive location for urban growth. The flat terrain and loamy soils are easily developed and the uncongested roadways, relatively inexpensive real estate, and proximity to employment centers to the north are attractive to prospective homebuyers. The lure of affordable housing and a "small-town lifestyle" drew new residents to all of the Salinas Valley cities during the 1980s and early 1990s. At the same time, the prospect of steady work and a better life have continued to fuel immigration from Mexico and other Latin American countries. While this migration has a very different economic origin, it too creates the need for land to support new housing and business.

Today, Gonzales is at a crossroads; the future holds many possibilities. The City could become more suburban in character, with large-scale residential development on its perimeter. It could focus on economic development, investing in infrastructure to attract new business and industry. It could capitalize on its freeway interchanges, creating new highway-oriented activity centers. It also could discourage growth altogether.

In determining the best option for the future, a number of issues become apparent. These are addressed in this Element through policies and action programs.

Probably the foremost issue is the impact of new development on the City's character. Small-town ambience is what drew many residents to Gonzales in the first place, and this quality is important to long-time residents and newcomers alike. The CAC generally agreed that the City's ultimate population should be about 10,000 residents, and were concerned that anything larger could bring "big city" problems like traffic and crime to Gonzales. There was also a concern that a larger population would make the town more impersonal and less attractive.

Closely aligned with this issue is the character and quality of new development. Preserving small-town character also means encouraging new development that is compatible with what is there now. In fact, some of the development that has taken place in Gonzales in the past 20 years has not been sympathetic to the town's character. Much of the newer multi-family development is regarded as boxy and unattractive, and sometimes inappropriately dense for its setting. The larger single family developments,

while more highly regarded, do not really reflect the character or ambience of a small town. Members of the Advisory Committee, as well as Planning Commissioners and Council members, expressed a strong interest in encouraging new development that more closely matched the existing community fabric.

The public is particularly concerned about the density and location of multi-family development. There is strong public sentiment that Gonzales has already borne more than its fair share of the region's affordable housing need and should not be overburdened with apartments in the future. At the same time, the City has witnessed a boom in single family housing development during the past five years with very little multi-family housing added. To be attractive to new business and industry, a balanced mix of housing--including apartments--must be provided. The real challenge is to make sure that multi-family housing is attractive and harmonious with its surroundings without making it prohibitively expensive.

As the paragraph above suggests, there is also a strong interest in attracting jobs, as well as housing, to the community. Because of its location and cheaper land prices, Gonzales is vulnerable to becoming a bedroom community for Salinas and the Monterey Peninsula. This would probably result in City expenses increasing faster than the local tax base and could strain local services. To be competitive in attracting business, Gonzales needs industrially and commercially zoned land, as well as additional water and sewer capacity.

Other land use issues have already been alluded to in this chapter. These include the emergence of an "East" and "West" Gonzales as more and more development occurs east of Highway 101. Without careful planning, the area east of the freeway could develop as virtually a separate city. Another issue is the economic health and future of downtown Gonzales, particularly as new shopping centers and other auto-oriented developments are constructed in developing areas. The market "niche" once filled by downtown will change as outlying centers are built. To survive, the area must remain attractive and convenient and must capitalize on its strengths and unique qualities. Beyond downtown, conservation of the existing housing stock and older neighborhoods in Gonzales is another issue. The 1990 Census indicated that about 16 percent of the City's housing was more than 50 years old, including a number of homes in need of rehabilitation.

The future of public facilities is also a key planning issue in Gonzales. The high school serves both Soledad and Gonzales, and there has been discussion of either relocating the school to Soledad entirely, or splitting the district so

that the school serves Gonzales only. Total loss of the school could have a devastating impact on the City and affect the local economy as well as community spirit and pride. Meanwhile, overcrowding affects all of the schools in Gonzales and will only become greater as new development takes place without new facilities added. The ability of library facilities to keep up with growth is another issue. The library's recent move to the Gonzales Shopping Center provided much-needed additional space, but took a key civic use out of downtown Gonzales. During the next two decades, the City will provide guidance to the County as it grapples with the question of whether to maintain the library at the shopping center site, find a new location downtown, or find a new location somewhere else in the City.

The use of the Gonzales Slough brings up other issues related to the City's future. The Slough serves many purposes--drainage, flood control, plant and animal habitat, and passive recreation (walking, biking), among them. Future land use decisions could affect these functions as well as the long-term character and environmental quality of the Slough. Planning for the Slough is complicated by ownership and jurisdictional issues. Some sections are privately owned; others are owned by the City or School Districts. Activities along the Slough are subject to review or permitting by a number of agencies, including the Army Corps of Engineers, State Department of Fish and Game, Regional Water Quality Control Board, and Monterey County Water Resources Agency.

Numerous natural resource issues also influence land use in Gonzales. Foremost among these are the protection of prime agricultural lands, air quality, and the availability of water. These are all regional issues and they affect all of the cities in the Salinas Valley, as well as many other cities throughout the County and State. Agriculture has been Gonzales' lifeblood since the town was founded. With more than 40 percent of Gonzales residents employed in agriculturally related jobs in 1990, it is still the economic mainstay of the community. The City would like to retain its agricultural roots even as the economy diversifies and the population grows. This not only requires a development pattern which minimizes urban sprawl onto farmland, but also one which minimizes conflicts between urban and agricultural uses on the perimeter of the City.

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## C. Land Use Concept

### 1. Projections

Projections are used to estimate how much land will be needed for new housing and employment in Gonzales. Overall projections for the Monterey Bay Area are based on factors like employment, birth and death rates, and migration trends. In Monterey County, these factors are expected to bring the 1990 population of 355,657 up to around 520,000 by the year 2015.

The Association of Monterey Bay Area Governments (AMBAG) takes the figures for the region as a whole and allocates them to cities based on factors like local growth policies, specific development plans, and the availability of public services. These projections are periodically updated as new developments are approved, economic conditions change, and General Plans are updated. AMBAG's most recent projections (1994) showed Gonzales growing to 8,500 people in the year 2015, an increase of about 2,700 over the current population (prior projections had shown a year 2015 population of 6,750).

The General Plan update provides the City with an opportunity to rethink the AMBAG projections. Between 1980 and 1994, Gonzales experienced a 100 percent population increase and grew from 2,900 to 5,800 residents. Given these growth trends, it appears likely the City will reach 8,500 residents long before 2015. If growth continues at the current rate (about 5 percent per year), the City could reach that figure by the year 2002 and would have about 14,000 residents by the year 2015.

A more likely scenario is that growth will slow down somewhat and that population by the year 2015 will be somewhere between 8,000 and 14,000. The CAC favors a target population in the low to middle part of that range. While the City could physically accommodate more than 14,000, the consensus is that such growth would conflict with the goals of this General Plan and would not be desirable. A target population of 10,000 has been used for most purposes in this Plan. Assuming an average of four persons per household (the current figure is 4.396), this would require about 1,050 new homes. At 5 units per acre (the current citywide average is about 6-7 units per acre), this equates to about 210 acres of land. The Land Use Diagram must designate at least this quantity of land for future residential growth.

In fact, the Plan designates nearly 280 acres of vacant land for residential growth, or enough land to accommodate a total City population of about 11,500. Complete development of all of this land, referred to as "buildout" or

"holding capacity," should not occur by the year 2015. The excess land is provided to give the housing industry some flexibility in selecting sites and to recognize that not all landowners with property bearing "residential" Plan designations intend to sell or develop their properties during the next 20 years. Some of the land designated for housing is likely to remain in agricultural production throughout the planning period. The ample land supply also recognizes that development will not always occur at the maximum density allowed and that more than 210 acres may be needed to accommodate the 1,050 units.

Because the land supply exceeds the target population, it is important that new development is phased and that development only be allowed if it is contiguous with existing development. This will ensure that the City does not suddenly grow much faster than desired and will also allow urban services to keep pace with growth. Although a growth management system (limiting the number of new homes that may be built each year) is not proposed at this time, the need for such a system should be evaluated from time to time in the future. If Gonzales appears to be using up its land supply much faster than anticipated, it may become necessary to regulate the rate of growth.

AMBAG also projects employment for cities and counties in the Monterey Bay Area. The number of jobs in the Gonzales area is projected to increase from 1,646 in 1990 to 2,500 in 2015. The General Plan reflects a more ambitious target for local employment. More than 5,700 jobs could be accommodated on land designated for commercial, industrial, and public use by the year 2015. This reflects the emphasis of this Plan on local economic development and the importance of providing a variety of sites for industrial and commercial development. It is unlikely that all of the land designated for industrial and commercial purposes will actually be developed by the year 2015, or that land will develop at the maximum allowable intensity.

## **2. Land Use Diagram**

The Land Use Diagram for Gonzales is shown in Figure II-2. Land use in each category is shown in Table II-2. The table indicates the acreage in each category, as well as the number of housing units that could potentially be accommodated for residential categories, and the number of jobs that could be accommodated for employment categories.

The Land Use Diagram designates approximately 1,100 acres of the Planning Area for urban uses, including about 600 acres that are already developed. Approximately 70 percent of the growth area is located on the east side of

**Table II-2  
GENERAL PLAN LAND USE, POPULATION, AND EMPLOYMENT**

Category	Total Acres	Vacant Acres	Existing Development <sup>a</sup>	Potential New Development	Total Development at Buildout	Total Population at Buildout <sup>b</sup>	Total Employment at Buildout
Low Density Residential	429	252	1,035 DU	1,179 DU <sup>c</sup>	2,214 DU	8,856	
Medium Density Residential	47	17	259 DU	159 DU <sup>d</sup>	418 DU	1,672	
High Density Residential	10	8	44 DU	140 DU <sup>d</sup>	184 DU	736	
Downtown Mixed Use	18	0	55 DU 150,000 SF	102 DU 230,625 SF <sup>e</sup>	157 DU 305,625 SF <sup>e</sup>	314	1,222 <sup>f</sup>
Commercial	21	14	100,000 SF	312,015 SF	412,015 SF		742 <sup>f</sup>
Industrial/Manufacturing	325	193	492,800 SF	4,203,540 SF	4,696,340 SF		3,287 <sup>f</sup>
Public/Quasi-Public	135	57	Not Avail.				544 <sup>f</sup>
Agriculture	5,870	(g)					
Parks and Open Space	27	8					
<b>TOTAL<sup>h</sup></b>	<b>6,882</b>	<b>549</b>	<b>1,393 DU</b>	<b>1,580 DU</b>	<b>2,973 DU 717,640 SF-C 4,969,340 SF-I</b>	<b>11,578</b>	<b>5,795</b>

- <sup>a</sup> 1,393 DU within City limits as of 1/1/94. Allocation of existing units into each category has been approximated based on aerial photos. Mixed use, commercial, and industrial square footage data is approximate and is based on aerial photos and field inventory. Data on square footage of Public/Quasi-public land use is not available.
- <sup>b</sup> Based on 4 persons per household (PPH) for all areas except downtown mixed use, which uses 2 PPH (smaller unit sizes, senior housing, etc.)
- <sup>c</sup> Assumes 317 units in California Breeze, 231 units on Anderson Ranch (north of Sunrise Ranch). On the remainder of the vacant land planned for residential use, development at 5.4 units per gross acre is assumed.
- <sup>d</sup> Assumes development of vacant acreage at 9.7 units/gross ac for Medium Density Residential, 17.4 units/gross ac for High Density Residential.
- <sup>e</sup> Assumes redevelopment of 50 % of the land area in the Downtown Mixed Use District (50 percent of 615,000 SF, or 307,500). Assumes Floor Area Ratio (FAR) of 1.0 (see page II-22 for explanation of FAR), yielding 307,500 SF of floor space. Assumes second floor residential uses in half of the redeveloped buildings, yielding 76,875 SF of residential floor space and 230,625 SF of non-residential floor space. Assumes residential floor space contains 20 % non-rentable area (stairways, hallways) yielding 61,500 SF in rentable space. At 600 SF per DU, yield is 102 DU. Also assumes 50 % of existing commercial space (75,000 SF) is removed due to redevelopment with new commercial space.
- <sup>f</sup> Downtown mixed use employment based on 250 SF per employee (AMBAG pers. communication, 7/5/95). Commercial employment based on 1.8 employees for 1,000 SF (traffic generation standard). Industrial employment based on 0.70 employees per 1,000 SF (based on the existing winery). Public employment estimate is based on 1990 Census estimate of employment in "public administration" (151) and "education" (72) as a percentage of 1990 population (223/4,660 = 4.7 percent), pro-rated to Year 2015 population (4.7 percent of 11,578 is 544).
- <sup>g</sup> Development potential for agricultural land not calculated because subdivision of farms into 40-acre residential parcels is not anticipated, nor encouraged, by this Plan. Acreage for agriculture covers the entire planning area, including land outside proposed sphere of influence.
- <sup>h</sup> About 150 additional acres in the Planning Area are associated with freeways and the railroad and are not shown in this table.

Source: *Brady and Associates, 1995.*

Highway 101. The Diagram depicts new residential neighborhoods to the north of Sunrise Ranch (Anderson Ranch) and to the south of California Breeze. The area south of California Breeze will accommodate low, medium, and high density residential uses, as well as a new park, community center, fire station, and commercial area. The area west of Alta Street will remain industrial, with new development permitted along the west side of the SP tracks and in an area north of Gonzales River Road. Industrial uses also are designated in the area around the South Alta Street/Highway 101 interchange.

The Plan retains agricultural uses north of the existing City limits (west of Highway 101) and east of Fanoe Road/Herold Parkway. Herold Parkway will be extended south, eventually looping west to meet Alta Street at the south interchange. The road will provide a buffer between the mostly residential neighborhoods on the west and the agricultural areas on the east. The Plan also calls for a new east-west connector across Highway 101, carrying C Street east to Herold Parkway to serve the new development areas and maintain continuity between the two sides of the freeway.

A mix of residential densities are accommodated in the Plan, although single family housing is predominant. Along Fanoe Road east of the south end of Arroyo Estates, 3.6 acres are redesignated from Light Industrial to Medium Density Residential to meet the need for apartments or townhouses in the near future.<sup>1</sup> Additional land for medium and high density residential development is provided in the new neighborhood south of California Breeze, although development of this area is not expected until after the year 2000. The Plan designates sufficient land to build 1,179 single-family homes, 159 medium density units, 140 high density units, and 102 units in mixed use projects. Design principles in this Plan will be followed to ensure that development at all densities is attractive and compatible with its surroundings.

Most of the City's employment growth is anticipated in the industrial area west of Alta Street and north of Gonzales River Road. A variety of businesses will be accommodated here, including both agriculturally related and non agriculturally related enterprises. The south interchange will also accommodate industrial uses but would probably be developed later in the planning period. This area is envisioned as accommodating highway-oriented commercial uses, such as truckstops or service stations, as well as industrial uses. To the north of the interchange, another 10 acres have been designated

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<sup>1</sup> The intent of this designation is to create a site for senior housing in Gonzales. Senior housing is to be encouraged at this site due to the possible traffic and noise impacts of more intense land uses, such as commercial development and family housing.

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for commercial uses. Additional commercial land is also provided at the northeast corner of Fifth Street and Fanoe Road.

One of the principal features of the Land Use Diagram is the creation of a downtown Mixed Use District. The district includes the city blocks along Alta Street between Second and Sixth Streets, as well as the rest of the Alta Street frontage between C Street and Eighth Street. The designation allows residential, retail/service, public, and office uses in the same structure. Existing homes and businesses in the Mixed Use area would be allowed to remain, and new projects would not be approved unless they contained at least some commercial component. The Plan also establishes an Historic District on about eight city blocks around downtown Gonzales.

The Plan shows the Gonzales Slough as a major linear open space in the City, providing an area for flood control, recreation, and natural habitat conservation. New neighborhood parks are proposed on the Anderson Ranch property and in the area to be developed south of California Breeze.

Existing residential neighborhoods in Gonzales will remain largely unchanged under the Plan. Most of the existing single family housing areas are designated as Low Density Residential, while the neighborhoods with intermixed single family homes, duplexes, triplexes, and fourplexes are designated as Medium Density Residential. The west side of the Highway 101/ Fifth Street interchange has been designated as High Density Residential. The City's Zoning ordinance and map will need to be updated following the adoption of this Plan to ensure consistency between the Plan and development regulations.

#### **D. Land Use Categories**

The 10 categories shown on the Land Use Diagram are described below. Each description indicates the general types of uses that are intended in areas with these designations. The descriptions are broad enough to allow flexibility and are subject to more specific regulation and interpretation through zoning.

Standards for development intensity are provided for each designation. For residential uses, intensity is expressed in terms of the maximum number of

dwelling units allowed per gross acre.<sup>2</sup> For commercial and industrial uses, intensity is expressed in terms of Floor Area Ratio (FAR). FAR is the gross floor area of structures on a site divided by the site area. For instance, an FAR of 0.5 would allow a 5,000 square foot building on a 10,000 square foot parcel. The intensity standards define the maximum levels of development permitted. However, these maximums do not establish entitlement to a specific level of development without first conforming to all other City policies and development standards.

#### **1. Low Density Residential (1-7 units per gross acre)**

The purpose of this category is to define those areas that are appropriate for single family detached homes. Residential densities from 1 to 7 units per gross acre are permitted. Single family houses are the predominant use, although duplexes are allowed where they meet the density standard and the character of the neighborhood already reflects a mix of housing types. The zoning district that most closely corresponds to this General Plan designation is the R-1 Single Family District.

This designation has been applied to 429 acres in the Gonzales Planning Area, including about 177 acres that are already developed and 252 acres of vacant land. The vacant land is expected to develop with single family home subdivisions, with 1,179 potential new units.

#### **2. Medium Density Residential (8-12 units per gross acre)**

The purpose of this category is to define those areas that are appropriate for new duplexes, triplexes, fourplexes, and townhouses, as well as those areas that are already developed with a mixture of single family homes, in-law units, and various attached housing types. Residential densities from 8 to 12 units per gross acre are permitted.

This designation has been applied to 47 acres of land in Gonzales, including 30 acres of developed land located north and south of downtown and in an area along Gonzales Slough west of Fairview Middle School. An additional 17 acres of vacant land east of Highway 101 have also been given this designation, including a portion of the parcel at the northeast corner of Fanoe Road and Fifth Street and a three-acre parcel on Anderson Ranch. The vacant land is expected to develop with approximately 159 new housing units.

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<sup>2</sup> References to "gross" acreage include streets, easements, utilities, flood control ditches, and other areas which are publicly owned or owned in common by several parties. References to "net" acreage exclude these areas and refer only to the area contained within individual parcel boundaries.

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### **3. High Density Residential (13-24 units per gross acre)**

The purpose of this category is to define those areas that are appropriate for multi-family residential uses, as well as those areas that are already developed with such uses. Residential densities of 13 to 24 units per gross acre are permitted.

This designation has been applied to 10 acres of land in Gonzales, including 2 acres of existing development at the Highway 101/Fifth Street interchange, and 8 acres of vacant land located in the new residential neighborhood southeast of the City. The vacant area is not expected to be available for development until after the year 2000 and is expected to develop with about 140 multi-family residential units.

### **4. Downtown Mixed Use**

The purpose of this category is to promote the integrated development of retail, service, banks, public, office, and housing development in downtown Gonzales. It is specifically intended to foster mixed use projects that maintain downtown as a focal point for the City. Such development should be pedestrian-oriented, compatible with the goal of maintaining downtown's historic character, and oriented towards local residents. All new projects in the Downtown Mixed Use District must contain at least some commercial space. Residential units are strongly encouraged in such projects but are not mandatory. A maximum Floor Area Ratio of 1.5 applies in areas with this designation (see page II-22 for definition of Floor Area Ratio).

The designation has been applied to 18 acres, primarily encompassing the existing blocks along Alta Street between Eighth Street and C Street. While virtually all of the land is already developed, much of it is underutilized and could be used more intensely. In some cases, this might occur through demolition and rebuilding. More commonly, this would occur through rehabilitation and retrofitting of older buildings. At buildout, the area has been projected as containing 157 housing units and 305,000 square feet of commercial or office floor space.

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## **5. Commercial**

The purpose of this category is to define those areas that are appropriate for retail sales, neighborhood and community shopping centers, grocery stores and restaurants, gas stations, hotels, and other uses which serve local and regional needs for goods and services. The designation is intended primarily for service and retail uses whose operational needs and characteristics are not considered appropriate for the downtown area. The maximum permitted Floor Area Ratio is 0.5 (see page II-22 for a definition of Floor Area Ratio).

The designation has been applied to 21 acres of land in Gonzales, including the existing shopping centers on Fifth Street east of Highway 101 and vacant land located along Gloria Road in the planned neighborhood southeast of the existing City. At the maximum allowable intensity, the vacant land could support about 312,000 square feet of floor space. However, considering allowances for parking, loading, and landscaping, floor area in the range of 150,000 square feet is more likely and has been used for traffic analysis purposes.

## **6. Industrial/Manufacturing**

The purpose of this category is to define those areas that are appropriate for industrial and manufacturing uses. The emphasis is on agricultural services, but other types of industry compatible with the policies in the General Plan are encouraged. The designation permits industrial parks, light manufacturing, warehousing, wineries, auto and farm equipment sales or repair establishments, feed stores, lumberyards, construction supply companies, and similar and compatible uses. Compatible highway-serving uses like gas stations, restaurants, motels, and truckstops are permitted in this area, as well as in Commercial areas. The maximum permitted Floor Area Ratio is 0.5 (see page II-22 for a definition of Floor Area Ratio).

The designation has been applied to 325 acres of land in Gonzales, including 132 acres of developed land and 193 acres of undeveloped land. Most of the undeveloped land is located west of the SP railroad and north of Gonzales River Road. Additional industrial areas include the 20-acre parcel south of the winery and the area to the east of the South Alta Interchange.

Development at the maximum FAR would yield approximately 4.2 million square feet of new industrial floor space in Gonzales. However, existing industrial development in the City is much less intense and tends to include large outdoor storage yards and operation areas. If this pattern continues,

FARs in the range of 0.1 to 0.25 would be more probable and one to two million square feet of floor space would be accommodated.

## **7. Public/Quasi-Public**

The purpose of this category is to accommodate a variety of public, non-profit and institutional uses which meet health, safety, education, and welfare needs. The maximum allowable Floor Area Ratio is 0.7 (see page II-22 for definition of Floor Area Ratio).

The designation has been applied to 135 acres in the City, including 78 acres of developed land and 57 acres of undeveloped land. The undeveloped land includes a 50-acre site reserved for future expansion of the wastewater treatment plant. It also includes a site for a community center in the new residential neighborhood south of California Breeze. The site depicted on the Land Use Diagram is approximate. The vacant land also includes a small expansion area for the Gonzales cemetery.

## **8. Parks and Open Space**

The purpose of this category is to accommodate park, recreation, and open space uses. Both active recreation areas (e.g., City parks), and passive recreation areas (trails, natural open space, etc.) are included. Since the land is intended for park and open space use, no standard of development intensity is provided. However, recreational or other public buildings are permitted in parks if they are consistent with an adopted park master plan or findings that the use is publicly beneficial and will not compromise the character or use of the park.

There are 27 acres with this designation, including 8 acres on two sites east of Highway 101 which should be developed as new neighborhood parks. Other lands with this designation include the existing Centennial Park, Central Park (Gonzales Square), and Meyer Park (now under construction), and the undeveloped lands along the Gonzales Slough.

## **9. Agriculture**

The purpose of this category is to promote the long-term conservation of land in agricultural use around Gonzales. It applies to more than 5,800 acres within the Planning Area. The maximum allowable density is one unit per 40 acres. Permitted uses are farming and associated farm residences. New agricultural industries are not allowed unless they are necessary to process a commodity produced on-site.

Although agriculture is a form of open space, this designation is separate and distinct from the "Parks and Open Space" definition prescribed above. Land in this category would retain its open character but would be used for the managed production of resources (e.g., crops and livestock), as opposed to conservation, recreation, or protection of public health and safety. Most agricultural land is privately owned and supports activities which are not conducive to public access (including pesticide spraying and operation of heavy equipment and machinery).

## **10. Historic District**

The purpose of this category is to protect the buildings and other structures in the area of Gonzales which has the highest cultural and historic value. It has been applied to about eight blocks around the center of Gonzales, including most of the downtown core.

The Historic District is an "overlay" designation, which means that land uses will be permitted according to the base land use district shown on Figure II-2 (p.II-19). Development, modifications to existing buildings, and demolition within the Historic District will be subject to design review requirements which ensure that the integrity of historical and cultural features are retained. If additional historic resources are discovered or are relocated, the overlay district may be expanded to ensure their protection.

## **E. Goals, Policies, and Actions**

### **1. Overall City Development**

**Goal 1:** A logical, orderly development pattern which matches the City's ability to provide urban services.

#### **Policies**

**Policy 1.1** Continue the established development pattern of Gonzales, with a pedestrian-oriented downtown, an industrial spine along the Southern Pacific Railroad, and predominantly single family residential neighborhoods east of downtown.

**Policy 1.2** Promote a balance between housing growth and job growth by not only designating vacant land for development but also providing land that can support a mix of different housing types and a mix of different job types.

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- Policy 1.3** Encourage the provision of housing at a pace that keeps up with job growth in the City. Conversely, encourage the creation of jobs at a pace that keeps up with housing growth in the City.
- Policy 1.4** Require new development to pay its fair share of the cost of capital improvements and facilities needed to serve that development.
- Policy 1.5** Use the General Plan as the primary basis for public service planning, including schools, libraries, parks, water, sewer, drainage, police, and fire protection.
- Policy 1.6** Require future land use decisions to be consistent with the Land Use Diagram (Figure II-2, p.II-19). New residential, commercial, and industrial development should only be approved if it is located within the proposed sphere of influence boundary depicted on the Land Use Diagram.
- Policy 1.7** Require a General Plan Amendment to develop land outside the sphere boundary but within the Planning Area. In such instances, the sphere boundary should be amended and the new development area should be annexed.
- Policy 1.8** Encourage Monterey County to consult and coordinate with the City before approving any project which is located outside the Gonzales proposed sphere of influence but within the City's Planning Area, as depicted on Figure I-2 (p.I-14). Regularly review private and public development proposals in Monterey County which could impact the City and provide comments to the County as appropriate.
- Policy 1.9** Support the concept of "City-Centered Growth" in the Salinas Valley. This concept concentrates urban uses in and around South County cities and conserves the remainder of the Valley for agriculture.

#### Implementing Actions

- Action 1.1** Request the Monterey County LAFCO to approve a revised sphere of influence for Gonzales which corresponds to the boundary indicated on Figure II-2 (p. II-19).

- Action 1.2** Beginning in 1996-1997, establish a 5-year Capital Improvement Program (CIP) which identifies needed public facility and infrastructure improvements, proposed funding sources, and priorities. The CIP should be updated on an annual basis.
- Action 1.3** Approve development projects only when sufficient municipal services and utilities are available to serve that development or will be provided as part of the development plan. Require any residential development with more than 100 units to be constructed according to a phasing program which ensures that municipal services are not overwhelmed by rapid growth.
- Action 1.4** Continue using public facility impact fees to meet the needs for on-site and off-site facility improvements generated by new development. These fees should be evaluated annually to make sure they are sufficient to cover improvement costs.
- Action 1.5** Discourage the development of lands south of California Breeze until a traffic study which establishes traffic impact fees (or other means of defraying the cost of the C Street overpass) has been completed. Annexation and development of this area should be considered premature until adequate provisions have been made for circulation and public services.
- Action 1.6** Retain agricultural zoning of the planned commercial area along Gloria Road until specific development proposals have been approved for the adjacent area.
- Action 1.7** Retain a copy of the 1874 Town of Gonzales deed of partition map at City Hall for parcel validity purposes. The map should be used as necessary to resolve compliance issues as development or redevelopment is proposed on parcels in the original townsite.
- Action 1.8** Use the zoning ordinance to identify permitted uses, accessory uses, conditionally permitted uses, and prohibited uses within each zoning district. These uses should be consistent with the Land Use Category definitions in this Element as well as the goals and policies of this Plan.
- Action 1.9** Use the State-mandated environmental review process to evaluate future development proposals and determine the measures necessary to avoid potential adverse impacts.
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**Action 1.10** Consider preparation of a Specific Plan (as defined by the State Government Code) covering the development area east of 101 from the C Street extension to the South Highway 101 interchange prior to the approval of development projects in this area.

**Action 1.11** Review the requirements for minimum parcel size and street frontage when the zoning and subdivision ordinances are updated.

## **2. Small-Town Character**

**Goal 2: Maintenance of the small-town character of Gonzales.**

### **Policies**

**Policy 2.1** Establish a residential development cap of 1,050 new housing units between January 1, 1995 and January 1, 2015. Do not enact an annual "cap" on building permits or subdivision approvals unless it appears that development is proceeding towards the 20-year 2015 cap at a much faster rate than desired.

**Policy 2.2** Encourage new residential development that is consistent with the scale and character of the older residential districts of the City. Variations in lot sizes, architectural styles, and densities should be encouraged.

**Policy 2.3** Encourage residential development which responds to local needs rather than to "spillover" demand from other communities.

**Policy 2.4** Follow the guidelines in the Community Character Element which promote development at a scale and texture that is compatible with the existing community.

**Policy 2.5** Promote the conservation of historic commercial buildings and houses in the City to enhance local identity and maintain a sense of connection to the past (*see Goal 11*).

**Policy 2.6** Maintain well-defined edges between the town and the surrounding agricultural lands. Avoid "rural residential" or ranchette development on county lands around the City.

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- Policy 2.7** Maintain the identity of Gonzales as a town surrounded by farmland by retaining the existing open space between Gonzales, Chualar, Salinas, and Soledad and by keeping open the land between the City and the hills east and west of town.
- Policy 2.8** Enhance the City's identity as an agricultural center through gateways, signs, markers, and other symbols of local heritage.

*(See also policies on Downtown and Neighborhood Conservation.)*

### **Implementing Actions**

- Action 2.1** Monitor annual subdivision and other residential development approvals and housing completions to ensure that growth is not proceeding at a rate which would cause the housing cap to be reached sooner than 2015. The need for a growth management or permit allocation system (allowing a fixed number of permits to be issued each year) should be evaluated annually based on the rate at which growth is proceeding. *(See Page II-16 for a discussion of projections and desired rates of growth.)*
- Action 2.2** Include provisions in the revised subdivision and zoning ordinances that encourage residential development similar in scale and character to the older residential neighborhoods of Gonzales. This might include provisions for rear yard garages, variations in lot sizes, lot coverage limits, varied setbacks consistent with the older part of town (varied rather than uniform), street tree requirements, the use of through-streets rather than cul-de-sacs, and street continuity between the east and west sides of the City.

## **3. Viability of Agriculture**

- Goal 3:** Minimal disruption of agricultural operations and the loss of prime farmland in and around the Gonzales Planning Area.

### **Policies**

- Policy 3.1** To the maximum extent feasible and when consistent with other General Plan policies, encourage development on those soils in the Planning Area which have the lowest value for agricultural production. These soils are generally located east of Highway

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101. (See also *Environmental Resources and Conservation Element Policies 5.1 and 6.2 on soils.*)

- Policy 3.2** Permit urban development only within the areas designated for urban uses on the Land Use Diagram. Land beyond this boundary should remain in agricultural use for the duration of the planning period.
- Policy 3.3** Encourage infill development on vacant or underutilized sites within the existing City limits wherever possible to avoid urban sprawl and postpone the conversion of agricultural land to urban uses.
- Policy 3.4** Phase development in an orderly, contiguous manner to maintain a compact development pattern and avoid premature farmland conversion or interference with farm operations.
- Policy 3.5** Encourage agriculture as an interim land use on undeveloped properties in the proposed sphere of influence designated for future urban uses.
- Policy 3.6** Require all new developments to be contiguous on at least one side to existing urban development or the portion of Highway 101 within the City proposed sphere of influence; discourage development of parcels surrounded on all sides by active agricultural uses.
- Policy 3.7** Limit free-standing industries in agricultural areas to those which require on-site locations to process and distribute commodities grown on the property. Agricultural industries outside the proposed sphere of influence boundary but within the Gonzales Planning Area are generally discouraged.

### **Implementing Actions**

- Action 3.1** Limit the amount of land zoned for urban uses to those areas which can reasonably be expected to be developed within the next 10 years. Zone the remaining areas for agriculture, even though such areas may be designated for urban uses in the General Plan.
- Action 3.2** Expand the new sphere of influence only if the amount or location of land shown on the Land Use Diagram proves to be

insufficient to achieve the goals and carry out the policies and actions in the General Plan.

- Action 3.3** For properties on the perimeter of the City limits, require site plans which minimize potential conflicts with permanent agricultural operations. Less sensitive uses such as parking, roads, storage, and landscaping should be sited adjacent to the agricultural areas. Residential backyards should not directly abut areas planned for long-term agriculture.
- Action 3.4** Use "Right to Farm" disclosure notices for new residential subdivisions and other residential developments which adjoin still active agricultural operations. The notices would inform prospective homebuyers of the possible impacts of agricultural activities on adjoining properties, including noise, odor, and dust. Such disclosure notices should remain in effect as long as there are active agricultural operations on adjoining parcels and should be removed only after adjoining parcels are taken out of agricultural use.
- Action 3.5** When Environmental Impact Reports are prepared for projects which convert prime agricultural land to urban use, require an assessment of potential adverse impacts on adjoining agricultural lands and require mitigation where such impacts are identified.
- Action 3.6** Generally discourage the cancellation of existing Williamson Act contracts in the vicinity of the Gonzales Planning Area and assist owners of property designated as Agriculture in the General Plan in the judicious use of Williamson Act contracts so as to both preserve agricultural land and effectuate the City's goals and policies concerning the City's growth.
- Action 3.7** Strictly enforce trespassing and domestic animal control laws to minimize interference with farm operations.

#### **4. Unified East and West Gonzales**

- Goal 4:** Stronger ties between the established neighborhoods west of Highway 101 and the new neighborhoods east of Highway 101.

#### **Policies**

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- Policy 4.1** Maintain continuity in the street pattern between the east and west sides of the freeway, continuing elements of the "grid" of the original townsite as much as possible as the area east of Highway 101 develops.
- Policy 4.2** Maintain civic uses such as City Hall and the Post Office in a central location and avoid creating "east" and "west" branches of such uses. Exceptions shall be made for police and fire stations if response times from a single location would exceed acceptable levels.
- Policy 4.3** Encourage the high school and middle school campuses to remain at a central location within Gonzales.
- Policy 4.4** Encourage a mix of housing types, densities and prices in the new development areas to avoid concentrating all lower income or apartment housing in the area west of the freeway.
- Policy 4.5** Encourage residential development on the west side of the freeway as well as on the east side. Most opportunities for new housing west of Highway 101 are in the Downtown Mixed Use District and on the few remaining vacant infill or potential redevelopment sites.
- Policy 4.6** Establish new street connections between the east and west sides of Highway 101 as the area east of the Highway is developed. These connections should be designed to accommodate vehicle, pedestrian, and bicycle traffic.
- Policy 4.7** "Gated" communities should be discouraged in the new development areas to maintain a sense of citywide unity and community spirit.

#### **Implementing Actions**

- Action 4.1** Require a funding plan for the C Street overcrossing prior to the development of the area south of California Breeze. (*See also Action 1.5.*)
- Action 4.2** Explore the feasibility of a linear path connection along the Slough between the future development area north of Sunrise Ranch and the Gonzales High School Stadium, with an underpass or overpass provided at Highway 101.
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**5. Attractive, Vibrant Downtown**

**Goal 5:** A vibrant, well-defined, attractive downtown which provides a focus for civic activities, shopping, culture, and services, and a destination for local residents.

**Policies**

- Policy 5.1** Maintain downtown Gonzales as the social and cultural core of the community. Encourage restaurants, banks, entertainment places, and professional services in the area. Retain public facilities such as the City Hall, Police Station and Post Office in downtown locations.
- Policy 5.2** Designate the downtown area as a "Mixed Use District" to encourage a dynamic mix of land uses and enhance the area's image as the City center.
- Policy 5.3** Encourage downtown projects which contain ground-level retail, service, or public facility development with upper story office or housing development. Such projects are especially encouraged when they rehabilitate existing buildings or add architecturally compatible second stories to existing buildings in the downtown area.
- Policy 5.4** Encourage downtown development which strengthens the "Main Street" character of the area. Inconsistent projects would include "big box" retailers, auto sales and repair establishments, storage yards, "drive through" restaurants, and other projects which have a scale and design that is not conducive to the goal of maintaining small-town character.
- Policy 5.5** Maintain a safe, attractive, and comfortable environment for pedestrians in the downtown area. Projects should have active pedestrian frontage oriented towards streets and sidewalks. Wherever feasible, parking for new development should be located to the rear of buildings or in on-street spaces along Fourth or Alta Streets rather than in large parking lots in front of buildings and businesses.
- Policy 5.6** Encourage new downtown development to include public amenities such as street trees, benches, and landscaping.
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- Policy 5.7** Allow the conversion of single family homes to office, service, and retail uses within the Downtown Mixed Use District, subject to discretionary review. Such conversions shall only be permitted where they are compatible in scale and character with adjoining uses and will not create adverse impacts on adjoining homes and businesses.
- Policy 5.8** Encourage maintenance of the existing residential and commercial properties within the Downtown Mixed Use District. Inclusion of such properties in this District is not intended to make these uses non-conforming or encourage their replacement with other uses.
- Policy 5.9** Discourage new projects in the Downtown Mixed Use District which are entirely residential. New projects in the Downtown Mixed Use District which are entirely commercial will be allowed, if inclusion of residential units is infeasible or incompatible with the project.
- Policy 5.10** Encourage opportunities for rental housing within mixed use projects, but allow ownership housing if it is proposed.

#### **Implementing Actions**

- Action 5.1** Revise the zoning ordinance to include provisions for the Downtown Mixed Use District. The provisions should encourage flexibility so that residential, commercial, and public uses can be more easily combined.
- Action 5.2** Explore the creation of a streetscape improvement program for downtown Gonzales which includes provisions for street trees, kiosks, facade improvements, and pedestrian amenities.
- Action 5.3** On an on-going basis, investigate low-interest loans, grants, and other financial programs (including the California Main Street Program) which assist the private sector in efforts to rehabilitate downtown commercial buildings, and provide awnings, landscaping, or other improvements that make downtown more attractive and economically competitive.
- Action 5.4** Explore incentives and other programs to promote the retention and development of rental residential units on the upper floors of buildings in the downtown area.
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**Action 5.5** Work with Monterey County to identify a permanent location for the Gonzales Public Library within the downtown area.

**Action 5.6** Work with the Gonzales Chamber of Commerce to encourage shopping in downtown Gonzales.

## **6. Neighborhood Conservation**

**Goal 6:** Protection of the integrity, scale, cohesiveness, and character of existing residential neighborhoods.

**Policy 6.1** Conserve and maintain the existing housing stock and the scale and character of existing neighborhoods.

**Policy 6.2** Encourage the rehabilitation of deteriorating housing units to current standards of safety, sanitation, and aesthetics.

**Policy 6.3** Prevent the encroachment of non-residential uses into areas designated for residential use in the General Plan.

**Policy 6.4** Protect existing single family neighborhoods from intrusion by higher-density development that is incompatible in scale and character with the neighborhood.

**Policy 6.5** In the area along Fourth Street designated for "Public" Use, permit existing residences to remain as legal, conforming uses until such time as this area is required for the expansion of public facilities.

### **Implementing Actions**

**Action 6.1** Review and amend the zoning ordinance to ensure that there are adequate provisions for setbacks and buffering between single family residences and other land uses, including multi-family residences.

**Action 6.2** Prepare residential design guidelines which reflect the policies of the Community Character Element.

**Action 6.3** Encourage code enforcement measures and programs which do not impose disproportionate hardships on low-income families, disabled persons, or seniors.

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- Action 6.4** As required by the State Government Code, permit secondary units (in-law apartments) on large single family lots as a means of increasing the affordable housing stock provided that the units are compatible with the scale and character of the neighborhood and include adequate provisions for off-street parking.
- Action 6.5** Maintain residential zoning of the area on the south side of Fourth Street which is designated for "Public" use until the area is needed for new public facilities.

## **7. Residential Development**

- Goal 7:** New residential development that is compatible with the City's predominantly low density and small-town character and that meets the housing needs of current and future Gonzales residents.

### **Policies**

- Policy 7.1** Encourage a mix of housing types, densities, and prices to provide a sufficient range of choices for current and future Gonzales residents.
- Policy 7.2** Discourage construction of housing at substantially lower densities than the maximum permitted by the General Plan, particularly on sites designated for medium and high density housing. Single family detached housing construction in these locations is generally inconsistent with the City's goal of providing a wide range of housing choices. An exception to this policy would be made for sites where environmental constraints (flood plains, etc.) preclude development at the maximum allowable density. In such instances, only the unconstrained portions of the site should be considered "developable" for purposes of density calculation.
- Policy 7.3** Maintain buffer uses such as parks, planting strips, streets, setbacks, landscaping, and public facilities (water tanks, community centers, etc.) between single family residential areas and adjacent higher density development or non-residential urban uses.
- Policy 7.4** Coordinate new residential development with the provision of essential community services and facilities, such as roads, water.
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sewer, schools, parks, police and fire services, sanitary facilities, and drainage facilities.

- Policy 7.5** Promote new residential development which is distinct in architectural style, site planning, and amenities and which promotes neighborhood identity. At the same time, new residential development should respect the existing character, scale, and density prevalent in the City as a whole.
- Policy 7.6** Medium and high-density residential uses should generally be located near commercial services and community facilities.
- Policy 7.7** Encourage new types of affordable housing which reduce the extent of overcrowding in Gonzales.
- Policy 7.8** Promote the development of senior housing on the vacant Medium Density Residential site along Fanoë Road, recognizing the need for such housing in the City, land use compatibility issues with nearby neighborhoods, and projected traffic conditions at the Fifth and Fanoë intersection.

#### **Implementing Actions**

- Action 7.1** Utilize zoning and subdivision regulations to make sufficient sites available for residential development to meet the need for a variety of types of housing serving persons of all income levels.
- Action 7.2** Require new development to pay its fair share of the cost of improving public services and facilities to serve that development.
- Action 7.3** Require developers of large-scale residential subdivisions to contribute to community facilities such as parks and school sites, consistent with State law requiring a nexus between such requirements and project impacts.
- Action 7.4** Consider a requirement that all new multi-family housing developments with four units or more include at least 25 % of the units as rental units containing at least three bedrooms.
- Action 7.5** Continue to use the zoning ordinance to regulate permitted and conditional uses in residential areas.
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- Action 7.6** Update the zoning ordinance to include provisions for buffering and screening of multi-family residential structures located adjacent to single family residences.
- Action 7.7** Encourage the participation of non-profit housing providers in the Gonzales housing market, both in the construction of affordable single family homes within subdivisions and in the construction of affordable medium- and high-density housing developments in the areas designated for such uses on the Land Use Diagram.
- Action 7.8** Use the policies in the Community Character Element of this Plan to develop design guidelines. Such guidelines should ensure that any affordable housing built in the City is attractively designed and compatible with its surroundings.
- Action 7.9** Develop provisions for Residential Planned Unit Developments (PUDs) in the Gonzales zoning ordinance.
- Action 7.10** Seek the participation of a non-profit or private developer in the development of affordable senior housing on the northern 3.6 acres of the vacant 5-acre parcel at the northeast corner of Fanoe Road and Fifth Street.

## **8. Commercial Development**

**Goal 8:** A stronger role for Gonzales as a market center for the Salinas Valley.

### **Policies**

- Policy 8.1** Designate sufficient land for retail and service uses to enhance Gonzales' role as a commercial center providing goods and services to residents of the City and surrounding areas.
- Policy 8.2** New shopping areas east of Highway 101 should include a mix of neighborhood-oriented uses (dry cleaners, video stores, mini-marts, etc.) serving the new housing areas, community-oriented uses (supermarkets, department stores, etc.) serving the City of Gonzales, and highway-oriented uses serving travelers on the freeway.

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- Policy 8.3** Encourage new commercial development outside of the Downtown Mixed Use District to contain uses which do not compete with downtown or adversely affect the viability of downtown stores and businesses.
- Policy 8.4** Continue to allow highway-oriented commercial development (gas stations, truck stops, restaurants, motels, etc.) within industrial areas in the Gonzales zoning ordinance provided that such development does not adversely affect downtown Gonzales. Encourage such uses at the south Highway 101 interchange. (*See also Policy 9.6.*)
- Policy 8.5** Discourage office development in the areas designated "Commercial" on the Land Use Diagram. As much as possible, offices should be concentrated in the Downtown Mixed Use District.
- Policy 8.6** Encourage commercial uses and design themes that are consistent with the town's agricultural heritage and its desire to retain small-town ambience. Discourage uses or designs that would be inconsistent with this goal.
- Policy 8.7** Design new commercial areas to facilitate pedestrian circulation. Buildings should be oriented towards sidewalks and walkways, and should be connected wherever possible to sidewalks in adjacent neighborhoods.
- Policy 8.8** Design new commercial centers to be an integral part of the neighborhood which they serve. Neighborhood services such as day care should be encouraged in new centers.

### **Implementing Actions**

- Action 8.1** Revise the zoning ordinance to separate the kind of commercial development that may occur in the Downtown Mixed Use District from the kind of commercial development that may occur in outlying commercial areas and in industrial areas. To the extent possible, the revisions should establish a "niche" for downtown which includes offices, banks, specialty shops, personal services, and civic uses.
- Action 8.2** Require a market study and fiscal impact assessment for any shopping center of 25,000 square feet or greater. The study
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should address the probable impact of the center on the downtown area and should identify measures to reduce adverse impacts on downtown. Where appropriate, these measures should be incorporated as conditions of approval for the development.

- Action 8.3** Require new shopping centers to be attractively and coherently designed. Design themes should be consistent with the character of the uses, the site, and the surrounding land uses and should promote the identity of the center as a neighborhood or community focal point.
- Action 8.4** Maintain zoning standards for off-street parking which ensure that new commercial uses do not adversely impact traffic flow and adjacent residential neighborhoods.
- Action 8.5** Amend the zoning ordinance to distinguish between Highway Commercial uses and Community or Neighborhood Commercial uses. The former should be promoted only along South Alta Street and at the freeway interchanges, while the latter should be promoted in the downtown area and other shopping areas in the City.
- Action 8.6** By 1996, conduct an inventory of all commercial floor space in the City by type of use to identify where unmet needs for goods and services are most substantial. The inventory could be performed by volunteers or students from a nearby university.
- Action 8.7** Develop provisions for Commercial Planned Unit Developments (PUDs) in the Gonzales zoning ordinance.

## **9. Industrial Development**

**Goal 9:** A larger and more diversified industrial base.

### **Policies**

- Policy 9.1** Designate sufficient land in a variety of locations to attract new industries to Gonzales.
- Policy 9.2** Encourage new industries that are consistent with the agricultural heritage of the City, that enhance the City's role as an

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agricultural processing center, and that provide permanent jobs for local residents.

- Policy 9.3** Ensure the long-term viability of agricultural industries by maintaining agricultural lands on the City perimeter and establishing appropriate buffers between these uses and potentially incompatible new uses.
- Policy 9.4** Require industrial projects to be attractively designed and to minimize adverse environmental impacts, particularly noise, air and water pollution, odor, soil and groundwater contamination, traffic, and visual blight.
- Policy 9.5** Access to the industrial area south of Gonzales River Road should utilize existing private grade crossings of the Southern Pacific Railroad. New railroad grade crossings should be discouraged. To avoid future safety problems at the rail crossings, industries in this area should have relatively small numbers of employees or should be seasonal in nature.
- Policy 9.6** Allow highway-oriented commercial uses in the industrial areas around the South Alta Street interchange provided that such uses would not affect the viability of existing and future industrial uses nearby, that such uses would be appropriate and compatible for the site, and that such uses are consistent with the other goals and policies in the General Plan.
- Policy 9.7** Ensure that industrial development does not overburden local water and sewer systems.
- Policy 9.8** Permit industrial development only when potential adverse impacts on surrounding properties can be sufficiently minimized.
- Policy 9.9:** Establish off-street parking and storage requirements for new industrial development which minimize the potential for negative off-site impacts (on-street truck parking and container storage, etc.)
- Policy 9.10** Encourage the removal or dismantling of abandoned warehouses, sheds, or other defunct structures which pose a blight or physical hazard, unless such uses have historic significance. *(See policies under Goal 11 for uses with historic significance.)*
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**Policy 9.11** Encourage and support the expansion of existing agricultural industries within the City of Gonzales.

**Implementing Actions**

- Action 9.1** Use the zoning ordinance and conditional use permit process to ensure conformance with the above policies.
- Action 9.2** Adopt standards for the design, landscaping, and screening of open storage areas, processing operations, and other activities which could adversely impact the character of the City.
- Action 9.3** Pursue low-interest loans, grants, and other funds to construct water and sewer improvements in the industrial area west of Alta Street and north of Gonzales River Road.
- Action 9.4** Where warranted by projected traffic increases, require industrial development west of Alta Street to make improvements to the railroad crossing at Gonzales River Road to ensure the safety of vehicles, pedestrians, bicyclists, and trains.
- Action 9.5** Create an Agricultural Economic Development Task Force whose responsibility would be to develop a strategy for attracting agricultural industry to Gonzales. The Task Force would develop a marketing plan which would consider, among other things, the timing and funding of infrastructure improvements to facilitate new industrial development.
- Action 9.6** Amend the Zoning ordinance for the Industrial District to address agricultural food processing and service industries and to eliminate "smokestack" industry (refineries, chemical plants, power plants, etc.).
- Action 9.7** Develop provisions for Industrial Planned Unit Developments (PUDs) in the Gonzales zoning ordinance.

**10. Public Uses**

**Goal 10:** Attractive, convenient, functional public facilities in Gonzales.

**Policies**

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- Policy 10.1** Concentrate civic uses, such as the post office, City Hall, and police station in downtown Gonzales to maintain the sense of the area as the "City center," to promote pedestrian traffic in the area, and to provide spin-off benefits to adjacent downtown retailers.
- Policy 10.2** Promote continued improvement of the high school, elementary school, and middle school in their current locations. *(See Community Services and Facilities Element for additional policies on schools.)*
- Policy 10.3** Designate a site for a second elementary school to serve the new development areas east of Highway 101.
- Policy 10.4** Maintain opportunities for the eventual expansion of the Gonzales Wastewater Treatment Plant.

#### **Implementing Actions**

- Action 10.1** Work with the Gonzales Union School District to establish a site for a second elementary school on the east side of Highway 101. One option to be considered should be mandatory dedication of an elementary school site within the future development area south of California Breeze.
- Action 10.2** Identify a site for a possible second fire station in the southeastern part of the Planning Area.
- Action 10.3** Expand the Gonzales proposed sphere of influence to include the westerly 50 acres of Herold Ranch. This area should be reserved for the eventual expansion of the City's Wastewater Treatment Plant. Until such time as the land is needed for this purpose, it should remain in private ownership and be used for agriculture.

*(See also Action 5.5 regarding a permanent library site.)*

*(See the Community Services and Facilities Element and the Environmental Resources and Conservation Element for additional policies and actions on schools, parks, and other public facilities.)*

## **11. Historic District**

**Goal 11: Preservation of historic buildings, sites, and other resources in Gonzales.**

### **Policies**

**Policy 11.1** Create and maintain a Historic District corresponding to the boundaries identified on the Land Use Diagram (Figure II-2, p.II-19). Creation of the District will allow property owners to take advantage of tax benefits offered to historic properties and will assist the City in its efforts to conserve historic resources in Gonzales.

### **Implementing Actions**

- Action 11.1** Establish and maintain a priority listing of buildings and sites in the District in cooperation with the Historic Preservation Commission of Gonzales.
- Action 11.2** Develop design guidelines for new buildings and alterations to existing buildings within the District.
- Action 11.3** Explore possible funding sources for rehabilitation and restoration of historic buildings and sites within the District.
- Action 11.4** Promote the use of plaques, markers, brochures, and other informational tools to increase awareness and appreciation of local historic resources.
- Action 11.5** Encourage and aid private efforts to rehabilitate and restore historic properties by providing information and expertise, and by allowing flexibility in the application of zoning and code compliance standards (for instance, waiving zoning setback requirements, or building code requirements for stairway width).

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## **Chapter III CIRCULATION**



### **A. Introduction**

#### **1. What is the Circulation Element?**

The Circulation Element addresses the movement of people and goods through Gonzales. It is one of the mandated elements of the General Plan and contains policies and programs for streets, highways, public transit, railroads, bicyclists, and pedestrians. Each of these aspects of the City's transportation system will be impacted by the changes in land use that are planned during the next two decades. This Element summarizes these impacts and describes the improvements that will be needed to ensure continued mobility in the City.

The intent of the Element is to present policies and action programs for future transportation planning. As the City grows and the number of vehicles on the streets increases, it will become necessary to improve the street system in a safe, efficient, and cost-effective way. It will also become necessary to provide alternatives to the automobile, both for the benefit of those without cars and for the benefit of the environment. At the same time, provisions for parking and traffic safety will be needed to address existing problems and to anticipate future community needs.

The Element also considers future traffic impacts associated with regional growth, especially on Highway 101. Growth in freeway traffic must be regarded as a regional problem, and the City must work with neighboring cities and regional agencies to develop effective solutions.

#### **2. Organization of the Element**

The Element begins with an explanation of its intent and scope. An overview of each component of the existing circulation system is provided, including a description of existing conditions. This is followed by projections of future circulation needs based on the Land Use Diagram. A Circulation Diagram

illustrates the major proposals for road improvements. The Diagram is followed by goals and policies to guide future circulation decisions and actions for achieving specific improvements.

### **3. Relationship to the Land Use Element**

The circulation system and development pattern of any community, including Gonzales, are interdependent. Each pattern of land use generates different requirements for streets, highways, transit, and other modes of transportation. The future circulation system must be designed to adequately serve the level of development allowed by the Plan. This may include new traffic lights, widened roadways, realigned highways, and new overpasses. The General Plan must incorporate ways to guide development so that the desired circulation system is constructed with the minimum expenditure of public funds and with the minimum disruption of existing uses.

At the same time, the qualities of the existing circulation system are a major consideration in designating areas for future development. For instance, the Southern Pacific railroad and Highway 101 have both had great impacts on past land use decisions in Gonzales. Since the cost of relocating such facilities is high, the Land Use Diagram must recognize the opportunities and limitations presented by them.

The link between land use and circulation is further reinforced through the use of common population and employment projections in the Land Use and Circulation Elements of the General Plan. Table II-2 of the Land Use Element (p. II-18) projects that "buildout" of the Gonzales General Plan would create about 1,600 new homes and 4,850 new jobs in the City. These figures are used in the Circulation Element to project how many trips will be generated by future growth and what types of road improvements will be needed. (The Environmental Impact Report addresses the assumptions that have been made about development to generate estimates of future traffic.)

## **B. Circulation Framework**

### **1. Streets and Highways**

Regional System. Gonzales is linked to other cities in the Salinas Valley by US Highway 101, which runs in a north-south direction through the east side of the City. The Highway is two lanes in each direction with a center median. The City is served by interchanges located at Business Route 101 (Alta Street) a mile north of downtown and a mile south of downtown, and Fifth Street,

about a quarter-mile east of downtown. The freeway was constructed as a bypass around the City, removing most regional traffic from City streets. A full complement of north- and southbound ramps are provided at each interchange.

Gonzales is also linked to the County roadway system via the following two-lane local roads:

- Gonzales River Road provides a connection from Alta Street west to River Road (County Route G17), which in turn parallels Highway 101 along the base of the Sierra de Salinas.
- Johnson Canyon Road provides an extension of Fifth Street east to Iverson Road at the base of the Gabilan Hills.
- Old Stage Road runs north from the north Highway 101 interchange.

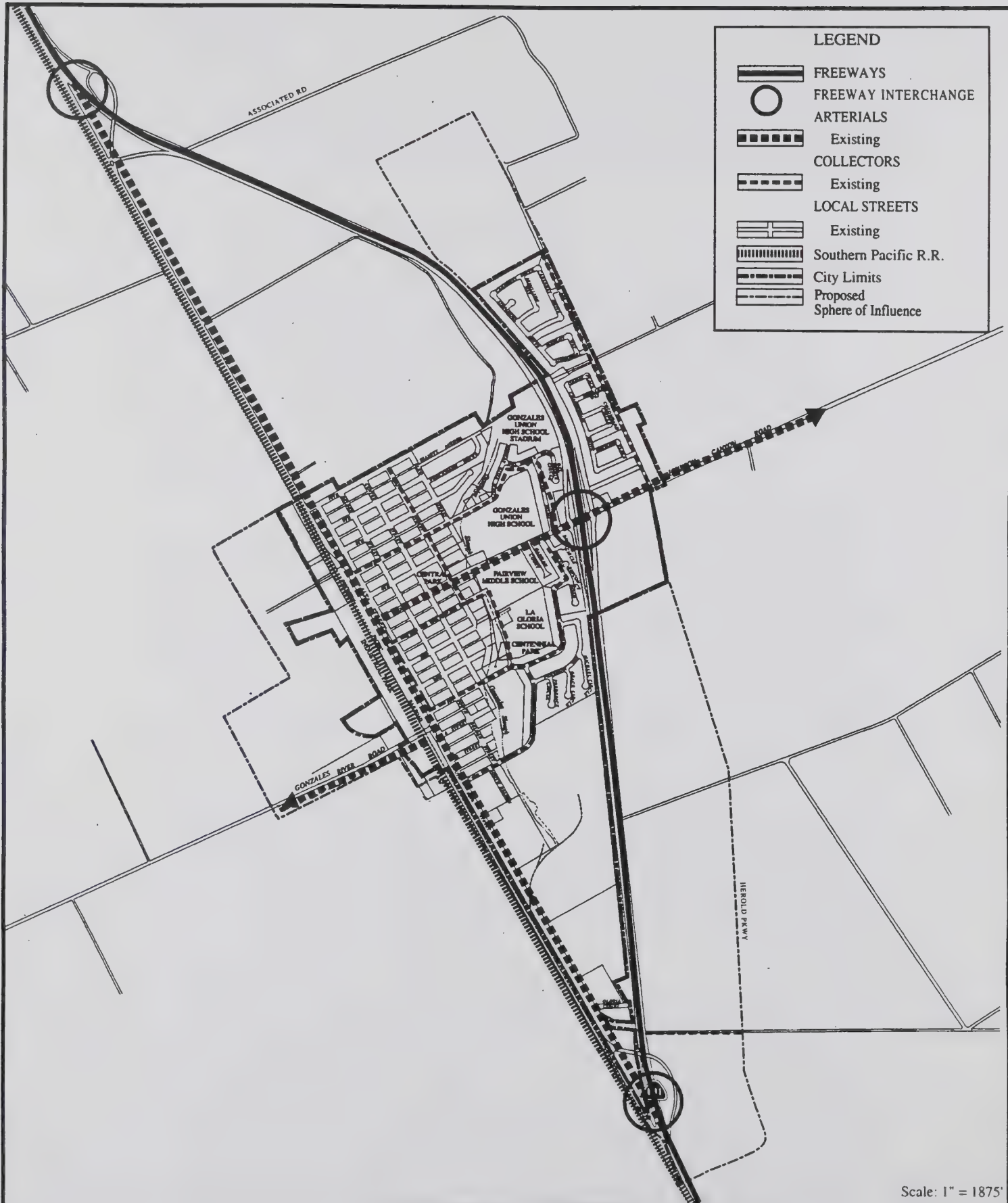
Additional unimproved County roads skirt the edge of the City, providing local access to farms and farm residences in the Valley. Most of these roads intersect at right angles and are located along the edges of farm parcels.

Local System. The Gonzales street system consists of a hierarchy of arterial, collector, and local streets. Figure III-1 shows these streets and identifies their respective classifications. The classifications are used to describe different levels of use, since streets are intended and designed for different volumes of traffic. *Standards for each road type are provided later in this Chapter (p. III- 20).*

"Arterial" streets include Fifth Street, Alta Street, Johnson Canyon Road, and Gonzales River Road. The primary function of these streets is to move traffic to and from freeways and collector streets. Intersections with collector streets may be signalized or controlled by stop signs where conditions warrant. Access to arterials usually needs to be controlled so that the capacity of the roadway is not reduced. In Gonzales, all arterials have one travel lane in each direction.

"Collector" streets include Day Street, Elko Street (between First and Fourth), Fanoe Road, First Street, Fairview Drive (portion), Rincon Road, Fourth Street, Seventh Street, Cielo Vista Avenue, Del Monte Drive, C Street, and Centennial Drive. These streets handle moderate amounts of traffic and move traffic between arterials and local streets. All collector streets have one travel lane in each direction. Some collector streets in Gonzales also function as local streets and provide direct access to residences.

"Local" streets include all other streets in the City. They provide direct access to residences and are often designed to discourage through-traffic. Movement



Scale: 1" = 1875'



# GONZALES

GENERAL PLAN

FIGURE III-1  
Existing Roadway System

SOURCE: Crane Transportation Group, 1992



on local streets usually involves travelling to and from collector or arterial streets.

The street system includes a grid of north-south and east-west streets, with some of the east-west streets extending across Gonzales Slough into subdivisions characterized by curvilinear streets and cul-de-sacs. Fifth Street continues east from the grid and crosses Highway 101, providing access to the newer subdivisions east of the freeway as well as farms on the east side of the Salinas Valley. Gonzales River Road provides access to the area west of the Southern Pacific tracks and to the farms on the west side of the Valley.

## **2. Bicycles and Pedestrians**

The flat terrain and wide streets of Gonzales are very conducive to bicycle use. There is a moderate amount of pedestrian and bicycle traffic along most City streets between Alta Street and Highway 101. A large part of this traffic is composed of children and teens going to and from the parks and schools located near the geographic center of the City. There are no Class "I" bike lanes in the City; a Class "II" bike lane exists from the Fifth Street overpass to Herold Parkway and south along Herold Parkway through California Breeze.<sup>1</sup> Streets are generally wide enough to accommodate bike traffic without interfering with vehicle traffic.

Most Gonzales streets have sidewalks, and striped crosswalks exist at the most heavily crossed corners. A pedestrian crossing on Fifth Street, controlled by a flashing red light, connects the Gonzales High School and the Fairview Middle School. In addition, there is a considerable amount of pedestrian and bicycle traffic using the Fifth Street overpass of Highway 101, primarily consisting of persons travelling to the shopping center or students going to school.

## **3. Railroad**

The Southern Pacific Railroad owns the freight and passenger rail line running north-south through the Salinas Valley and flanking the west side of Gonzales. Regular freight service is provided on the tracks. The tracks are also used for daily AMTRAK service between Los Angeles and Seattle, although the nearest station is in Salinas. The AMTRAK trains run once a day in each direction.

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<sup>1</sup> A Class I bike path is a paved route reserved for bicycles traversing an otherwise unpaved area. A Class II bike path is a striped corridor within a street right of way which is reserved for bicycles. A Class III bike path is shared with motorists and is identified only with signs.

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#### **4. Other Transportation Modes**

Gonzales does not have a local transit system. Greyhound offers twice-daily service from the San Francisco area to the Los Angeles area, with stops in Salinas and Soledad. By request, the bus may allow passengers to disembark at the Gonzales interchanges. The Transportation Agency of Monterey County operates "RIDES," a demand-responsive service for seniors and the disabled that offers transportation to Salinas.

There is no airport in Gonzales. Air service is available at Monterey Peninsula Airport, 25 miles northwest, or at Salinas Municipal Airport, 13 miles north.

### **C. Traffic Conditions**

#### **1. Roadway Capacity**

Each road in Gonzales has a maximum practical traffic capacity. By calculating road capacity and measuring current traffic volumes, the City can determine how many more cars can be added to the road before congestion reaches unacceptable levels. Once these levels are reached, measures to increase road capacity or decrease travel demand must be developed.

Traffic engineers use the term "Level of Service" (LOS) to describe roadway operating conditions. Six service levels are defined, ranging from "A" (free flow) through "F" (jammed). Table III-1 defines typical conditions found at each service level. The City has used LOS C as the minimum acceptable standard.<sup>2</sup> Table III-2 indicates the number of vehicles that can be handled at mid-block on various road types at LOS C conditions.

Figure III-2 shows PM peak hour traffic volumes on major streets in Gonzales. These volumes were derived from traffic counts conducted in April 1992. The counts indicate that peak hour traffic along Alta Street, the City's busiest street, ranges from about 500 to 620 vehicles per hour (VPH). This is less than half of the practical capacity of the roadway. Along Fifth Street, peak volumes range from 250 to 425 VPH west of Highway 101 to just under 500 VPH at and east of the Highway 101 interchange. About 80 percent of

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<sup>2</sup> At LOS C, the roadway is handling between 70 and 80 percent of the capacity of the street. Although 20 to 30 percent more vehicles could theoretically be added before reaching absolute capacity, this would result in unacceptable levels of congestion. Consequently, LOS C is described in the General Plan as the minimum acceptable standard.

**Table III-1**  
**LEVEL OF SERVICE INTERPRETATION**

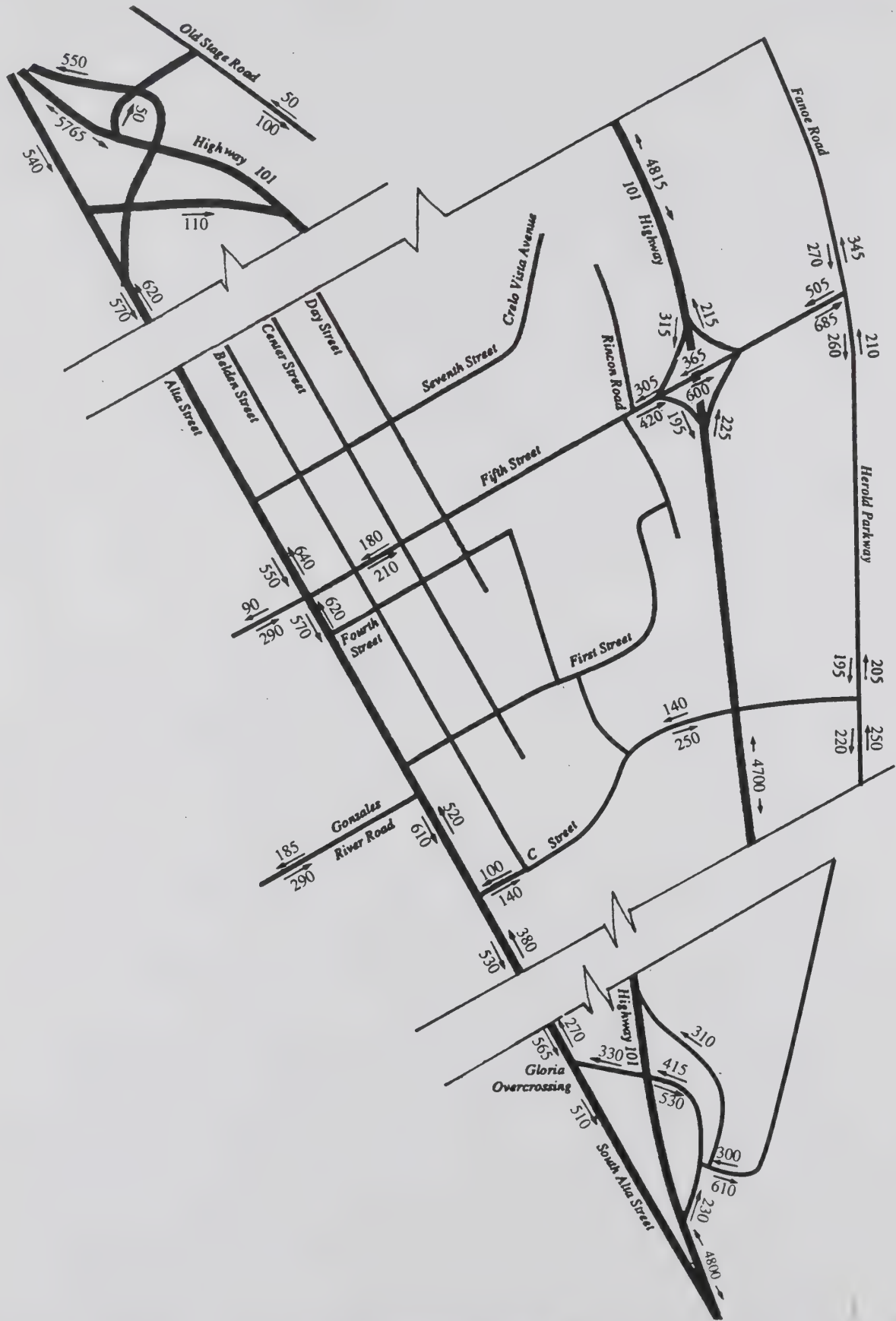
Level of Service	Vehicle Delay (seconds)	Volume/Capacity Ratio	Description
A	< 5	0.00-0.59	Free Flow/ Insignificant Delays
B	5-15	0.60-0.69	Stable Operation/ Minimal Delays
C	15-20	0.70-0.79	Stable Operation/ Acceptable Delays
D	25-40	0.80-0.89	Approaching Unstable/Tolerable Delays
E	40-60	0.90-0.99	Unstable Operation/ Significant Delays
F	> 60	N/A	Forced Flow/ Excessive Delays (jammed)

*Source: Highway Capacity Manual, 1985*

**Table III-2**  
**TYPICAL LOS "C" ROADWAY CAPACITIES IN GONZALES**

Roadway Type	Total Vehicles in Both Directions	
	Peak Hour	24 Hours
Freeway (US 101)	5,760	57,600
4-Lane Divided Arterial (none presently in Gonzales) (86 ft. minimum right-of-way in commercial areas) (80 ft. minimum right-of-way in residential areas)	2,200-2,700	22,000-27,000
4-Lane Arterial (none presently in Gonzales) (64 ft. minimum right-of-way)	1,250-2,200	12,500-22,000
2-Lane Arterial (Alta St or Fifth St east of 101) (80 ft. minimum right-of-way)	600-1,250	6,000-12,500
Collector Street (C Street/Centennial Drive) (64 ft. minimum right-of-way)	200-600	2,000-6,000
Local Streets (Belden, Center, Second, Eighth, etc.) (60 ft. minimum right-of-way)	30-200	300-2,000
Cul-de-Sac Streets (Del Monte Circle, Grace Circle, etc.) (50 ft. minimum right-of-way, not longer than 400 ft.)	5-30	50-300

*Source: Brady and Associates, 1994*



Not to Scale.



**GONZALES**  
GENERAL PLAN



**BRADY AND ASSOCIATES**  
PLANNERS AND LANDSCAPE ARCHITECTS

FIGURE 11  
PM Peak Hour  
Volume 2015  
(4:45-5:45)

SOURCE: Crane Transportation Group, 1995

the practical capacity is being used west of the freeway while less than half the practical capacity is being used east of the freeway.

## **2. Existing Deficiencies**

Table III-3 indicates 1992 levels of service on Gonzales roadways. All roads operate within acceptable LOS standards; no operational deficiencies have been identified. Alta Street operates at LOS A on all segments. Fifth Street operates at LOS A on all segments except the section between Rincon Road and 101. All other arterials, collectors, and local streets in the City operate at LOS A. Policies in this Element define what levels of service will be acceptable in the future, and what measures will be required to make sure these levels are maintained as development takes place.

## **3. Planned Improvements**

There are currently no circulation system improvements planned or funded in the Gonzales area by the California Department of Transportation, Monterey County, or the City of Gonzales.

## **4. Intersections**

There are currently no signalized intersections in Gonzales. All intersections are stop sign-controlled on one or more approaches. The longest turn delays occur at the stop sign-controlled approaches to Alta Street and on the Highway 101 off-ramp approaches to Fifth Street.

## **5. Travel Habits of Gonzales Residents**

The 1990 Census included data on the travel habits of local residents. The Census indicated that 1,625 persons living in Gonzales in 1990 were employed. Of this total, 1,018 (62%) drove alone to work each day. Another 416 (26%) carpooled, while 76 (5%) used some sort of public transit in the course of their commute. Just 60 Gonzales residents (4%) walked or used a bicycle to get to work. The figures for carpooling are higher in Gonzales than in most California cities, suggesting that this is an option that should continue to be promoted in the future.

The Census indicates that the average commute time for Gonzales residents in 1990 was 20 minutes. However, 5 percent of the City's employed residents reported commute times exceeding one hour and 23 percent reported commute times of 10 minutes or less. The Census indicates that 31 percent of the employed residents in Gonzales also worked in Gonzales; another 26 percent worked in Salinas, and less than 2 percent worked outside of

**Table III-3  
MID-BLOCK LEVELS OF SERVICE, 1992**

Street/Segment	1992 Volume (V)	Volume at LOS "C" Limit <sup>a</sup>	1992 V/C Ratio <sup>b</sup>	Level of Service
<b>Alta Street</b>				
North of Tenth	590	1,250	.37	A
Seventh to Tenth	590	1,250	.37	A
Fifth to Seventh	595	1,250	.38	A
Fourth to Fifth	620	1,250	.39	A
First to Gonzales River Rd.	580	1,250	.37	A
C St. to Gonzales River Rd.	500	1,250	.32	A
South of C St.	490	1,250	.31	A
<b>Fifth Street</b>				
Alta to Day	250	600	.33	A
Day to High School	425	600	.56	A
High School to Rincon	375	600	.49	A
Rincon to 101	490	600	.64	B
101 to Fanoe	470	1,250	.30	A
<b>Fourth Street</b>				
Belden to Center	245	600	.32	A
<b>Seventh Street</b>				
Day to Cielo Vista	100	600	.13	A
<b>C Street</b>				
Alta to Belden	55	600	.07	A
<b>Day Street</b>				
Fifth to Seventh	120	600	.16	A

- <sup>a</sup> The "LOS C" limit is equal to a Volume/Capacity ratio of 0.79. To determine "absolute" capacity ("C" in the V/C formula in the next column), "LOS C" Capacity must be divided by .79.
- <sup>b</sup> Calculated based on absolute roadway capacity. V/C ratio of 0.90-.99 equal to LOS E, 0.80-.89 equal to LOS D, 0.70-.79 equal to LOS C, 0.60-.69 equal to LOS B, 0-0.59 equal to LOS A.

Source: Brady and Associates, 1992.

Monterey County. According to the Census, nearly half of all Gonzales residents leave their homes for work before 7:00 AM. The figures suggest an earlier than typical AM "peak" hour and a relatively large percentage of persons commuting to jobs in other cities.

Vehicle ownership data is also provided by the Census. There were an average of 1.66 cars per home in Gonzales in 1990. Auto ownership was much higher for owners (2.08 cars per house) than for renters (1.28 cars per house). About 6 percent of the households in Gonzales had four cars or more. About 15 percent, mostly renters, did not own a car at all.

#### **D. Major Circulation Issues**

Relatively light traffic and easy long-distance commutes are part of the reason Gonzales grew so fast in the late 1980s and early 1990s. As long as Highway 101 remains relatively uncongested, the City will continue to be attractive to commuters. At the same time, the influx of commuters will cause traffic conditions on Highway 101 to steadily get worse unless the City and the County consider alternatives to current land use and transportation patterns. The Gonzales Land Use Element addresses this need by promoting local job growth and discouraging Gonzales from becoming a bedroom community for Salinas. The Circulation Element must address this issue by promoting alternatives to the single passenger auto as a means of traveling to work. The City must start planning now to make alternatives like bicycling and carpooling attractive to local residents.

Another compelling reason to start planning for alternative transportation modes is compliance with State and Federal air quality regulations. In the past, the Monterey Bay Area has been classified as a "non-attainment area" for ozone; and cities and counties in the region must take steps to prevent this situation from occurring again. Ultimately, air quality may play a major role in determining how much growth occurs in the Salinas Valley and what kinds of transportation improvements will be funded. Gonzales' General Plan has been reviewed by the Monterey Bay Unified Air Pollution Control District (MBUAPCD) to ensure that potential adverse impacts to air quality have been sufficiently addressed. The General Plan must work towards reducing the air quality effects of congestion, like higher emissions from motor vehicles.

There are more localized and immediate concerns that need to be addressed in the City's Circulation Element. These include the need for access between the east and west sides of Highway 101, parking problems around downtown and in the neighborhoods, pedestrian and bicycle safety issues, railroad

crossing safety and traffic concerns, truck traffic and parking issues, and problems with confusing street designs and intersections. Congestion is not a major problem in Gonzales yet but it does occur from time to time along Alta Street and on Fifth Street near the schools. Key circulation issues are described in greater detail below.

- **Lack of Connections Across Highway 101.** The lack of continuity between streets on the east and west sides of Highway 101 is an emerging issue and one that will become more prevalent in future years. Fifth Street is the sole connection between the two sides of the freeway. Congestion will increase as more housing is built east of the freeway and as more traffic is generated by commercial uses east of the interchange. Eventually, a second overpass will be needed to relieve congestion and to maintain continuity between development on both sides of the freeway. The most probable location for this overpass is east of the end of C Street.
- **Lack of North/South Connections east of Highway 101.** "Suburban" site planning (i.e, cul-de-sacs and looped streets) in the new subdivisions east of Highway 101 could result in Fanoe Road/ Herold Parkway carrying all traffic between new residences and Highway 101. This could eventually clog the Fifth Street/ Fanoe intersection and the Fifth Street interchange. The northerly extension of Fanoe Road and the southerly extension of Herold Parkway to the north and south Highway 101 interchanges could be needed to relieve pressure on Fifth Street.
- **Lack of Continuous Collector Streets.** While north-south movements are accommodated by Alta, Belden, Center, and Day Streets, east-west movements are more circuitous, particularly between Highway 101 and downtown. Traffic to downtown often jogs south from Fifth to Fourth Street on Belden, Center, or Day. As Figure III-1 (p. III-4) shows, most of the east-west collectors consist of a series of intersecting residential streets. As a result, through-traffic to and from Highway 101 often ends up on local streets.
- **Confusing Design of Alta Street.** The design of Business Route 101 (Alta Street) between First and Eighth Streets reflects its historic function as the major traffic artery between the Bay Area and Los Angeles. To minimize local traffic impacts, the road was designed as two parallel streets, one handling local traffic and the other handling through-traffic and trucks. The design is confusing to motorists, particularly at busy intersections like Fourth and Alta. Some portions of the median between the local lanes and the through-lanes have been landscaped, but additional changes might be considered in the future. These could include extensions of the landscaped area or possibly even

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reconfiguring the road to accommodate additional parking and improve vehicle and pedestrian safety.

- **Truck Traffic (and Parking) on Local Streets.** Most Gonzales industries depend on trucks to import and export produce and other goods. Trucks pose special concerns due to their size, weight, and noise. They accelerate slowly, use large amounts of road space, have wide turning radii, break down pavement due to their weight, and make more noise due to their larger engines and braking devices. In Gonzales, the presence of trucks on residential streets is a concern, particularly in the northwest part of town (where trucks may park for extended periods) and on Fifth Street, which is used by trucks coming and going to Highway 101.
- **Railroad Crossings.** The railroad has always played a major role in defining the City's development pattern due to its use by business and industry, its incompatibility with residential uses, and the physical barrier it presents to development west of Alta Street. Although a number of private driveways cross the tracks, Gonzales River Road provides the major access to the land west of the tracks. As this area is developed with industrial uses, traffic at the grade crossing will increase. This raises safety concerns and also congestion concerns. Passing trains will result in longer queues of cars on Gonzales River Road and on Alta Street. At some point, a second access point across the railroad tracks will be needed.
- **Lack of Downtown Parking.** Parking is a substantial concern in downtown Gonzales due to the lack of off-street spaces and the use of on-street spaces by all-day workers in nearby packing sheds and businesses. To achieve the goal of a vibrant, economically viable downtown, parking must be convenient and available. At the same time, achieving the goal of a pedestrian-oriented downtown means that parking should not be so prominent that it inhibits people from walking or detracts from the area's historic character. The possibility of diagonal parking on Fourth Street has been raised as one way of increasing the number of spaces downtown without substantially changing the streetscape.
- **Inadequate Off-Street Parking.** Residents have also expressed concerns about inadequate parking around the schools and American Legion Hall, and insufficient off-street parking in some of the denser residential areas. The General Plan Citizens Advisory Committee suggested that parking requirements for multi-family housing be revamped to avoid such problems in the future.

- **Inadequate Provisions for Pedestrians and Bicycles.** As mentioned earlier, there are very few dedicated bike lanes in Gonzales. Although the streets are fairly wide, parked cars sometimes create safety hazards where bikes must weave in and out of moving traffic. The location of driveways and parking lot entrances also create safety concerns for both bicyclists and motorists. While most Gonzales streets have sidewalks, some are not very hospitable for pedestrians. Of particular concern is the Fifth Street overpass, since it is the only link between the Shopping Center/ new development areas and the older parts of town. Pedestrian comfort and safety are a concern for the school children, shoppers, and other residents walking across the overpass each day.
- **Lack of Transit.** Gonzales does not have a mass transit system, limiting the mobility of those without cars or those who are unable to drive due to age or disability. Although a mass transit system would not be viable in the City at its current population, better provisions for the mobility-impaired might be achieved through dial-a-ride service improvements.
- **Speeding.** Speeding is a problem on Alta Street and may also be a problem on some residential streets in Gonzales. Local residents would like to see better enforcement of speed limit laws. Traffic control devices (such as speed humps, raised dots, speed limit signs, diverters, etc.) might be explored around the schools and other locations where speeding cars create a hazard to pedestrians.

## **E. Circulation Concept**

### **1. Future Conditions**

The Circulation Plan in this Element is based on the traffic volumes that would be generated by "buildout" of the Land Use Diagram. Table II-2 (p. II-18) in the Land Use Element illustrates the number of housing units and jobs that would be added if all of the land planned for growth in and around Gonzales was actually developed. The table assumes that future growth will occur at densities or intensities comparable to what exists now within each land use category, rather than at the maximum permitted by the General Plan. About 1,600 new housing units and 4,850 new jobs are projected.

Each land use generates a different volume of traffic and has different travel patterns associated with it. Engineering standards for trip generation have been applied to each development area based on the land use designation. In commercial and industrial areas, specific assumptions were made about the

types of new development (e.g., motels, restaurants, warehouses).<sup>3</sup> The distribution of trips to local roadways was based on existing circulation patterns, and the following assumptions:

- the percentage of employed persons who live in Gonzales and also work in Gonzales will rise from 31 percent (1990) to 40 percent at buildout (as more jobs are created in the City); and
- a majority of the other 60 percent of employed residents will commute to jobs north of the City, although some increase in commuting to the south also will occur (prison employment increases, etc.).

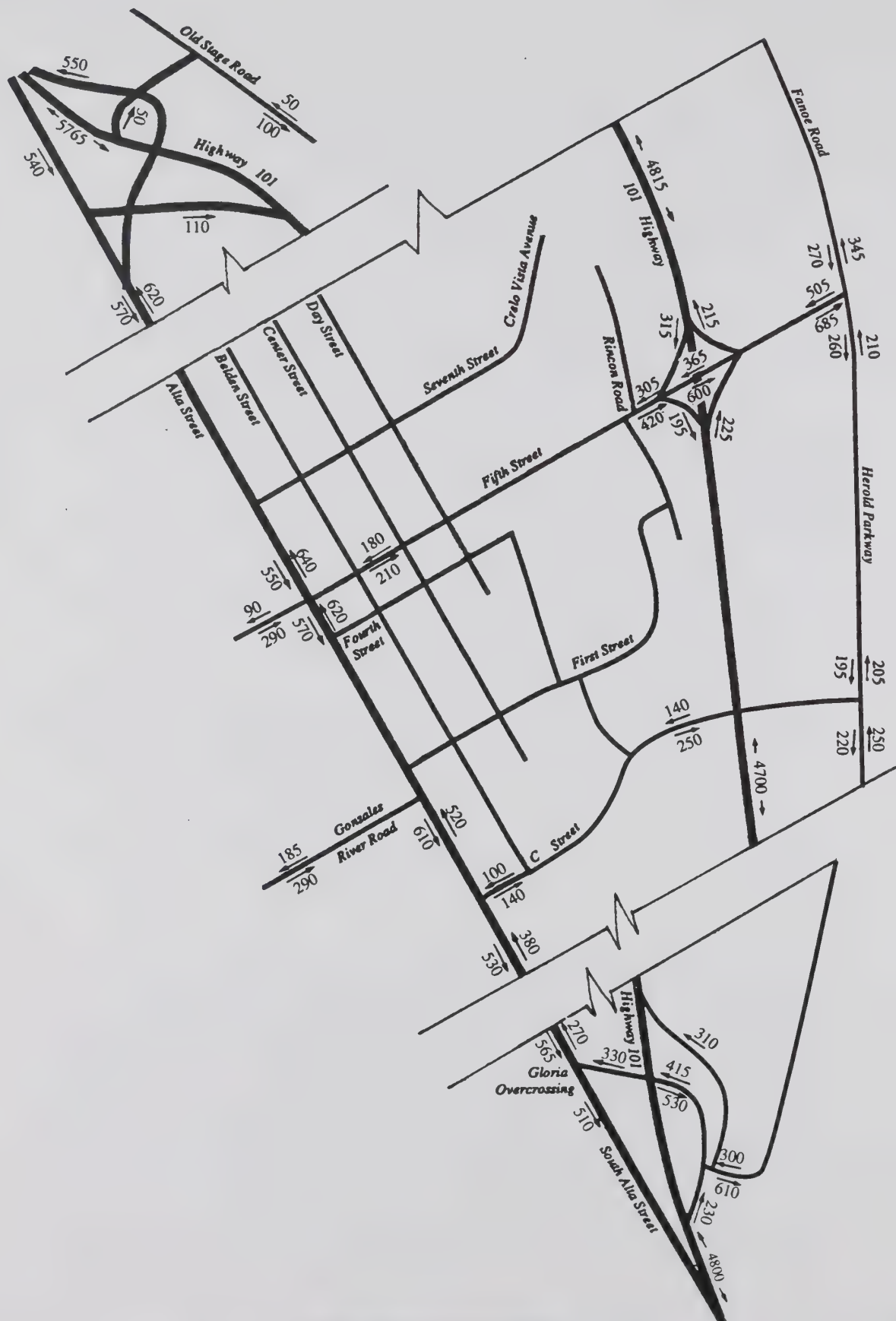
This information has been used to determine the extent of the improvements that will be required to keep congestion within acceptable levels and to keep roads operating safely and efficiently. Because road improvements are expensive, the Plan also considers ways to postpone or reduce the need for capital improvements by reducing travel demand. As mentioned earlier, both land use strategies (such as locating new housing downtown) and physical changes (like bike lanes) have been recommended. Simply building roads is not an effective long-term solution to local traffic increases.

Figure III-3 indicates projected PM peak hour traffic volumes upon buildout of the Land Use Diagram. The figure assumes substantial traffic increases as a result of industrial development west of Alta Street. Ultimately, this traffic will result in the need for a second railroad crossing and for signal improvements at Gonzales River Road. The traffic increases projected for future residential areas are lower, but are substantial enough to require a C Street overcrossing and an extension of Herold Parkway to the South Alta interchange.

The volume information on Figure III-3, along with minimum acceptable roadway capacities and expected roadway capacities, is displayed in Table III-4. The table indicates that even with the planned improvements, there are several potential trouble spots. The most notable is Fifth Street between the high school and the freeway, which could drop to Level of Service (LOS) D with short intermittent periods of LOS E during the evening commute peak traffic hour. The ability to maintain LOS C will be somewhat constrained by the configuration of the street, particularly the all-way stop intersection at Rincon Road and the "jog" in Rincon Road at its intersection with Fifth Street. The feasibility of widening the road or adding turning bays is limited by the built-up character of the adjacent lots and the need to maintain slow

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<sup>3</sup> The EIR may be referenced for more detail on the traffic analysis, including the land use assumptions made to calculate trip generation.



Not to Scale.



**GONZALES**  
GENERAL PLAN

FIGURE III-3  
PM Peak Hour  
Volume 2015

SOURCE: Crane Transportation Group, 1995



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**Table III-4  
2015 PM PEAK HOUR  
ROADWAY OPERATING CONDITIONS**

<b>Location</b>	<b>Level of Service C Capacity (Two-Way)</b>	<b>PM Peak Hour Volume (Two-Way)</b>	<b>Acceptable Operation? (LOS C or better)</b>
<b>Alta Street</b>			
North of Tenth	1,250	1,190	Borderline
Fifth to Tenth	1,250	1,190	Borderline
C St. to Fifth	1,250	1,130	Yes
South of C St.	1,250	910	Yes
<b>Fifth Street</b>			
Alta to Day	600	400	Yes
Rincon to 101	600	725	No
101 to Fanoë/Herold	1,250	1,190	Yes
<b>C Street Freeway Overpass</b>	600	390	Yes
<b>Fanoë Road</b>			
North of 5th Street	750	615	Yes
<b>Herold Parkway</b>			
South of 5th Street	1,250	470	Yes
<b>U.S. 101 Freeway</b>			
North of "north" interchange	5,740	5,765	Borderline
North of 5th St. interchange	5,740	4,815	Yes
South of "south" interchange	5,740	4,800	Yes

*Source: Crane Transportation Group, 1995/1996.*

*Roads denoted as "borderline" could deteriorate to LOS "D" if the percentage of trucks on the road is higher than what is anticipated.*

traffic flow in the vicinity of the schools. One possibility to avoid LOS D or E would be to prohibit parking on Fifth Street east of the high school during the evening peak traffic hour. This would reduce traffic delays caused by vehicles entering or leaving on-street parking stalls; however, it could also increase vehicle speeds. Another possibility would be to promote the use of the C Street overpass as an alternate route from downtown to the area east of the freeway.<sup>4</sup>

Existing levels of service on Alta Street are likely to decrease from LOS A to LOS C between the north 101 interchange and C Street, but should remain at LOS A or B south of C Street. North of downtown, Alta could drop to LOS D if truck traffic volumes are heavier than projected. One scenario is that the road would operate at LOS C most of the year but would drop to LOS D during the packing season, or other times of year when seasonal employment (and truck traffic) was at its peak. In any case, with the increase in industrial traffic on Alta Street, there are likely to be more frequent conflicts between trucks, trains, autos, bicycles, and pedestrians. Redesign of the street would help reduce these conflicts and could also make Alta Street more functional and attractive.

Other problems could be experienced at the north and south Highway 101 interchanges if these interchanges are not reconfigured to handle the additional traffic from development in the areas east of the freeway and west of Alta Street. Actions in this Plan recommend that the City begin working with Caltrans to reconfigure these interchanges so that they may continue operating at LOS "C" or better.

Other road segments in the City, including Fano Road, Herold Parkway, and the C Street extension, will operate at LOS A or B upon Plan buildout. The C Street extension, in particular, will have substantial underused capacity and could relieve the congestion on Fifth Street west of Highway 101. Roadway signs in the downtown area could direct motorists to C Street as an alternate to reach the neighborhoods east of the freeway. Intersections along the C Street extension should be designed (and signed) to minimize delays for C Street drivers.

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<sup>4</sup> It should be emphasized again that the traffic projections are based on a "buildout" scenario, which may or may not occur by the year 2015. This scenario assumes that the entire downtown area is developed with mixed use projects, adding more than 200 housing units and 1,000 jobs. As mentioned in the Land Use Element, this level of development is theoretically "allowed" but it is not likely by 2015 unless the City embarks on a formal redevelopment program.

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## 2. Roadway Standards

The street network in this Element was designed with the goal of accommodating future travel demand while minimizing congestion during the peak periods. The following street design standards have been developed to ensure that new roads are constructed in a manner which achieves this goal. The standards, summarized in Table III-5, are based on the arterials, collector, and local street hierarchy described on Page III-3 and are intended to apply to developing areas only. Exceptions to these standards may be granted by the City Engineer if a finding can be made that the exception is consistent with all applicable circulation policies and does not compromise public safety or access.

Arterial Streets. The primary function of arterials is to move traffic to and from freeways and collector streets. New arterials should be designed with one travel lane in each direction but should have special setbacks which allow their eventual widening to two lanes in each direction if traffic conditions warrant. Curb-to-curb width for two-lane arterials should be at least 40 feet where no parking is provided, or 48 feet where parking is provided. The City Engineer may require additional right-of-way at selected locations to permit inclusion of left turn lanes. An additional 20 to 25 feet may be required for sidewalks, planting strips, and property buffers. Up to 20 additional feet beyond that may be required to allow for eventual widening to four lanes. A right-of-way of at least 80 feet should be required.

Collector Streets. The purpose of collector streets is to provide access to adjacent properties and to serve as corridors for travel within the community. Because of this dual function, traffic volumes on collector streets may exceed the level that is deemed tolerable on a local street, even though the streets have similar rights-of-way and pavement width. All collector streets have one travel lane in each direction. The right of way also should include an area dedicated exclusively for bicycles, as well as parking lanes and sidewalks on each side. Curb to curb widths should be 36 - 40 feet. An additional 8 feet should be added to accommodate a bicycle lane. An additional 20 to 25 feet may be required for sidewalks, planting strips, and property buffers. A right of-way of at least 64 feet should be required. The City Engineer may require additional right-of-way at selected locations to permit inclusion of left turn lanes. Additional right-of-way also may be required in industrial areas to accommodate wide-load vehicles and trucks.

Local Streets. Local streets are intended to provide direct access to adjacent properties. Curb to curb widths of 28 feet should be required where parking is provided on one-side of the street; widths up to 36 feet should be required

**Table III-5  
STREET, SIDEWALK, AND PLANTING STRIP STANDARDS  
FOR NEW ROADWAYS**

Street Type	Minimum Curb to Curb Width	Property Line to Sidewalk	Sidewalk Width	Planting Strip Width	Allowance for Future Lanes
<b>LOCAL STREET</b>					
Parking one side	28'	18" ea. side	4' ea. side	4+' ea. side	0
Parking both sides	32-36'	18" ea. side	4' ea. side	4+' ea. side	0
<b>COLLECTOR STREET</b>					
Residential (parking both sides)	36'-40' <sup>a,b</sup>	18" ea. side	4'-6' ea. side	4+' ea. side	0
Industrial (parking one side)	44' <sup>b</sup>	0-18" ea. side	6'-8' ea. side	5-8' ea. side	0
Industrial (parking both sides)	60' <sup>b</sup>	0-18" ea. side	6'-8' ea. side	5-8' ea. side	0
<b>ARTERIAL STREET</b>					
Parking both sides	40-48'	18" ea. side	4'-8' ea. side	5'+ ea. side	18'-20'
No parking	40'	18" ea. side	4'-8' ea. side	5' ea. side	18-20'

<sup>a</sup> Add 8-10 feet for bicycle lane.

<sup>b</sup> Additional width may be required at intersections and major driveways to provide turn lanes and to allow adequate maneuvering room for truck turn movements.

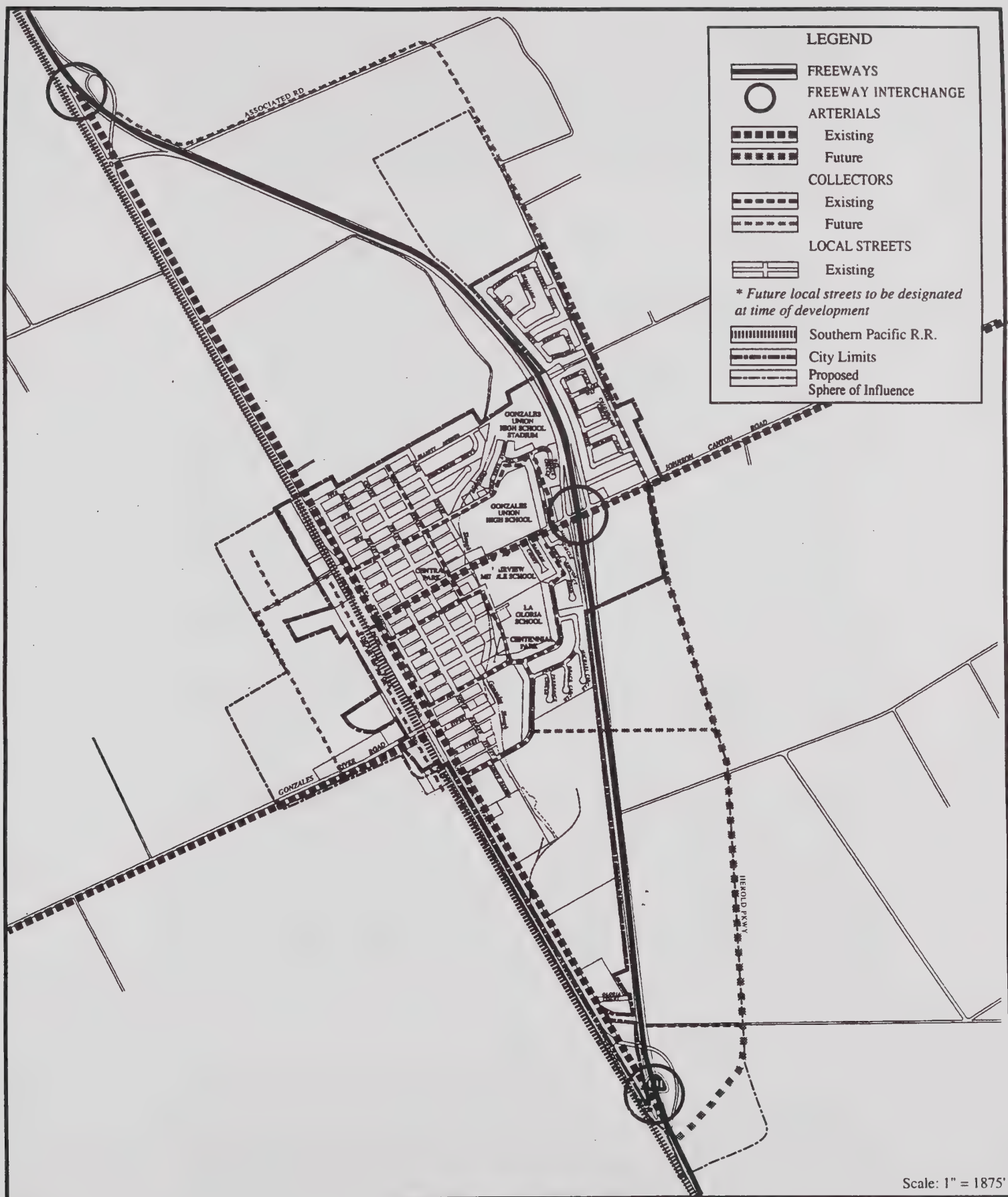
*Source: Crane Transportation Group, 1995; City of Gonzales, 1995.*

where parking is provided on both sides of the street. An additional 19 to 23 feet should be provided for sidewalks, planting strips, and property buffers. A right-of-way of at least 47 feet should be required, although 50 to 60 foot standards may be deemed appropriate by the City Engineer.

### 3. Roadway Improvements

The Circulation Diagram is shown in Figure III-4. The major changes depicted by the Diagram are as follows:

- Extension of Herold Parkway south, eventually joining Highway 101 at the South Alta interchange.



**LEGEND**

- FREEWAYS**
- FREEWAY INTERCHANGE**
- ARTERIALS**
- Existing
- Future
- COLLECTORS**
- Existing
- Future
- LOCAL STREETS**
- Existing
- \* Future local streets to be designated at time of development*
- Southern Pacific R.R.
- City Limits
- Proposed
- Sphere of Influence

Scale: 1" = 1875'



# GONZALES

GENERAL PLAN

FIGURE III-4  
**Circulation Diagram**

SOURCE: Crane Transportation Group, 1995



- Extension of Fanoë Road north, serving the area north of Sunrise Ranch and eventually connecting north to Associated Road and west to Highway 101.
- Extension of C Street east, across Highway 101 and continuing to the new Herold Parkway extension.
- Construction of a horseshoe-shaped collector street connecting at both ends to Gonzales River Road with an outlet east to Alta Street.

In addition, improvements will eventually be needed at the North and South Alta interchanges. Buildout of the developable areas shown in the Land Use Diagram will also require parking improvements, particularly along Alta Street and elsewhere in the downtown area. Policies in this Element suggest that Alta Street be redesigned to improve the current dual roadway configuration.

Several intersections are proposed for signalization (when warranted) to keep traffic moving freely and maintain vehicle safety. These include Alta Street at Gonzales River Road, C Street, the overpass road at the south interchange, and the outlet of a new road providing access to the industrial area west of Alta and north of Gonzales River Road. In addition, the on- and off-ramps at Fifth Street and US 101 will eventually require signals. The signals will need to be synchronized to avoid delays. Phase III of California Breeze includes provisions to signalize the southbound traffic ramp to 101 to mitigate traffic impacts associated with the subdivision.

Funding for future traffic improvements will come from a combination of traffic mitigation fees, developer-built improvements, assessments, and public funding. State and Federal funds would be requested for projects with communitywide benefits, such as interchange improvements. State and Federal funding would also be requested to offset local costs and developer costs for improvements like the C Street overpass and the industrial area loop road. Grants or local capital improvement funds could be required for some of the smaller projects, including streetscape beautification, traffic signals, and parking improvements.

#### **4. Provision for Bicycles and Pedestrians**

Policies in this Element recommend that provisions for bicycles and pedestrians be incorporated into the design and construction of all new roadways. Because the City is relatively flat and the streets are wide, the use of bicycles should be promoted not just for recreation, but as a viable means of travel to work, school, shopping, and other local destinations. Better provisions for bicycle storage and parking are recommended at major

destinations like downtown Gonzales and the City parks. A continuous system of sidewalks is also recommended for the City, with shade trees planted to make pedestrian travel more comfortable and crosswalks used where needed to improve pedestrian safety.

## **5. Transportation Systems Management**

Transportation Systems Management, or TSM, refers to measures which reduce peak period auto traffic by making more efficient use of existing resources. It includes programs like ridesharing, public transit, dial-a-ride, vanpooling, carpool lanes, and synchronizing of traffic signals to keep traffic flowing. The City adopted a Trip Reduction Ordinance in December 1993, as required by State Law. The ordinance establishes transportation demand management and trip reduction requirements for specified development projects, including new residential projects with more than 25 units, new projects with more than 50 employees, and existing projects which increase their floor space by 25,000 gross square feet or more. The ordinance also establishes a voluntary trip reduction program for employers with more than 50 employees. The ordinance gives the City the authority to require a range of provisions to help achieve the goals of 1.3 percent per year trip reduction, 1.35 average persons per vehicle, and a 60 percent drive alone rate.

While most TSM programs require a larger population and employment base than what exists in Gonzales, the City will take steps in the future to make the most of its road network. Among the recommendations are:

- Future construction of park-and-ride lots for carpooling.<sup>5</sup>
- Improved County dial-a-ride service.
- Working with Monterey County and other transportation agencies to create local transit service when the need arises.
- Separation of truck and auto traffic on Alta Street to allow Alta to operate more efficiently and reduce truck congestion on local streets.
- Development of a downtown parking lot.

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<sup>5</sup> The City presently has designated a Park and Ride Area across Fifth Street from the Gonzales Shopping Center and can require park-and-ride facilities within certain types of new development under its Trip Reduction Ordinance.

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## **F. Goals, Objectives, and Policies**

### **1. Safe, Efficient Street System**

**Goal 1:** A safe, efficient street system that facilitates traffic flow and avoids congestion.

#### **Policies**

**Policy 1.1** Develop and maintain the system of arterial, collector, and local streets depicted in Figure III-4 (p. III-22) to accommodate traffic and provide access within Gonzales.

**Policy 1.2** Maintain the following standards for acceptable traffic levels of service (LOS) during peak periods:

- For signalized intersections and four-way stops, LOS C
- For unsignalized, side street stop sign controlled intersections, LOS D
- For mid-block road segments, LOS C

Table III-2 (p. III-7) indicates the traffic conditions under each LOS category. Exceptions to this policy may be granted where road widening or other improvements needed to achieve the designated level of service would be detrimental to the character of the area or would be inconsistent with other goals and policies in this General Plan.

**Policy 1.3** Design arterial streets to limit driveways, street intersections, curb cuts, and cross-traffic so that congestion is minimized and vehicle safety is improved. Where feasible, arterials should be designed to anticipate possible widening to four lanes in the long-term future.

**Policy 1.4** Design all new collector streets with one travel lane in each direction and sufficient room for parking, sidewalks, and bicycle lanes.

**Policy 1.5** Design local streets in a manner that is consistent with the street system in place in the older portions of Gonzales and in a manner that encourages pedestrian and bicycle traffic.

- 
- Policy 1.6** Allow flexibility in street design where appropriate to enhance neighborhood character, reduce traffic speeds, and reduce through-traffic volumes.
- Policy 1.7** Provide traffic signals or stop signs where warranted to facilitate the safe flow of vehicles through intersections.
- Policy 1.8** Adopt the standards for local, collector, and arterial streets set forth in this Element (p. III-19/20).

### **Implementing Actions**

- Action 1.1** Preserve right of way for the future extension of C Street east of Highway 101 and the extension of Herold Parkway to the South Alta interchange.
- Action 1.2** Require the construction of the Fanoe Road and Herold Parkway extensions as part of the development of adjoining properties (see Figure III-4, p.III-22).
- Action 1.3** Use a combination of traffic mitigation fees, developer contributions, local funds, and State and Federal funds to extend C Street east across Highway 101 to the Herold Parkway extension. The new overpass should be wide enough to accommodate two travel lanes, dedicated bike lanes, and sidewalks. The connection should be built by the time two thirds of the total residential development east of the freeway (or about 1,200 of 1,800 existing and planned units) has occurred.
- Action 1.4** Consider the long-term possibility of realigning Gonzales River Road along a southerly arc which would intersect Alta Street at C Street. Because this improvement would be premature at this time, it is not shown in the Circulation Diagram. Its eventual construction would facilitate east-west traffic in the City and eliminate the need for a traffic light at the existing terminus of Gonzales River Road. Realignment would not require a General Plan Amendment but would require environmental review and a traffic analysis.
- Action 1.5** When the area north of Gonzales River Road is proposed for development, construct a new collector street extending from Gonzales River Road north through the future industrial area, and east across the railroad tracks to Alta Street.
-

- Action 1.6** Use the environmental review process to identify intersections with volumes that will require traffic signals as a result of project approvals. If the service level at a four-way stop sign intersection drops below LOS C, evaluate the need for a traffic signal according to Caltrans standards. If signals are not needed, continue to monitor the intersection regularly to determine if conditions worsen substantially.
- Action 1.7** Require a General Plan Amendment for any roadway proposal that substantially deviates from Figure III-4 (p. II-22), or for any development which would make the road improvements shown in Figure III-4 impossible to achieve. An exception would be made for the realignment of Gonzales River Road to connect with C Street, since that improvement is consistent with the goal of safe, efficient traffic flow and the other policies in this Element.
- Action 1.8** Require any proposal to amend the General Plan to include a traffic impact study. If the assessment finds that service levels will drop below acceptable standards, require mitigation measures that will allow acceptable levels to be maintained.
- Action 1.9** Use standards for streets in the future industrial area which recognize the heavier loads and wider turning radii associated with trucks.
- Action 1.10** Initiate discussions with Caltrans to seek eventual access to the North and South Highway 101 interchanges to serve the extensions of Fanoe Road and Herold Parkway respectively. Require a final redesign plan to be adopted by the City and Caltrans before development in this area takes place.
- Action 1.11** Develop a periodic system of traffic monitoring to determine whether or not service levels are being maintained and to ensure that the impacts of new development are evaluated based on current conditions.
- Action 1.12** Consider a variety of measures to prevent Fifth Street west of Highway 101 from deteriorating below LOS "C." These could include peak hour parking restrictions, modifying the Rincon Road intersection, or making the C Street extension a more viable alternate to reach the area east of the freeway.
-

## **2. Financing of Traffic Improvements**

**Goal 2:**        **Equitable and timely funding of the transportation improvements described in this Element.**

### **Policies**

- Policy 2.1**    Allocate the cost of transportation improvements so that those who benefit pay accordingly. In developing areas where assessment district financing is used, tax assessments should be based on the level of benefit provided.
- Policy 2.2**    Use a combination of local capital improvement funds, State and Federal funds, and traffic mitigation fees as the primary revenues for constructing projects and improvements of citywide benefit.
- Policy 2.3**    Use developer dedications, traffic mitigation fees, and special assessment districts as the primary means of financing and building road and circulation improvements within or adjacent to new development areas.
- Policy 2.4**    Encourage the phasing of road improvement projects where feasible to avoid growth-inducing impacts and to spread infrastructure costs over time. In any case, developers shall be required to construct the portions of planned arterial and collector streets needed to serve their projects prior to project development.
- Policy 2.5**    Include sufficient funds in the City's operating budget for street maintenance and beautification.

### **Implementing Actions**

- Action 2.1**    Maintain a 5-year Capital Improvement Program which prioritizes traffic improvements and identifies funding mechanisms. Require capital improvements to be consistent with Figure III-4 (p. III-22).
- Action 2.2**    Use traffic impact assessments performed during environmental review as a means of determining the extent of improvements to be constructed by developers and/or funded by traffic mitigation fees.

- 
- Action 2.3** Should future conditions warrant, require standardized traffic impact fees to cover the cumulative impacts of new development on the road system.
- Action 2.4** Evaluate street maintenance and improvement needs on an annual basis and incorporate major improvements in the Five-Year Capital Improvement Program.

### **3. Attractive Streets**

**Goal 3:** Attractive streets and highways that enhance the City's image.

#### **Policies**

- Policy 3.1** Maintain an attractive community appearance from Highway 101.
- Policy 3.2** Work with local residents to maintain existing alleys and keep them free of debris and trash.
- Policy 3.3** Maintain attractively landscaped medians and planting strips, with street trees used to provide shade, urban habitat, beauty, and environmental benefit.
- Policy 3.4** Minimize the development of uninterrupted sound walls along Highway 101. Where sound walls are used, soften them with landscaping and design them to avoid a "tunnel effect" for motorists driving through Gonzales.
- Policy 3.5** Maintain Gonzales River Road as a locally designated scenic highway and work to improve the visual quality of development in the road corridor.

#### **Implementing Actions**

- Action 3.1** Explore funding for a street tree planting and right-of-way landscaping program. The program would specify street tree requirements for future development areas and would prioritize street tree additions in already developed areas.
- Action 3.2** Include design criteria for sound walls, including landscaping, in the Gonzales Community Design Guidelines. (*See Community Character Element.*)
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#### **4. Safe Streets**

##### **Goal 4: Reduced traffic safety hazards on Gonzales streets**

##### **Policies**

- Policy 4.1** Maintain the safety of vehicles, trains, bicyclists, and pedestrians at all railroad crossings. Strongly discourage new private railroad crossings to serve parcels on the west side of Alta Street. Access to these parcels west of Alta Street and south of Gonzales River Road should use existing grade crossings wherever possible.
- Policy 4.2** Provide adequate capacity on new arterials and collectors to avoid diversion of through-trips to local streets.
- Policy 4.3** Enforce posted speed limits within the City. On road segments where speed limits are consistently violated, explore the use of other traffic control measures to slow down traffic, including additional signs and road design changes.
- Policy 4.4** Discourage the use of Fifth Street as a primary means of access from the freeway to downtown Gonzales due to traffic impacts on residential neighborhoods and pedestrian safety hazards in the vicinity of the schools.
- Policy 4.5** Support the redesign of Alta Street between First and Eighth to separate local and through traffic and to provide safer traffic flow. One alternative for redesign is included in Figure III-5.<sup>6</sup>

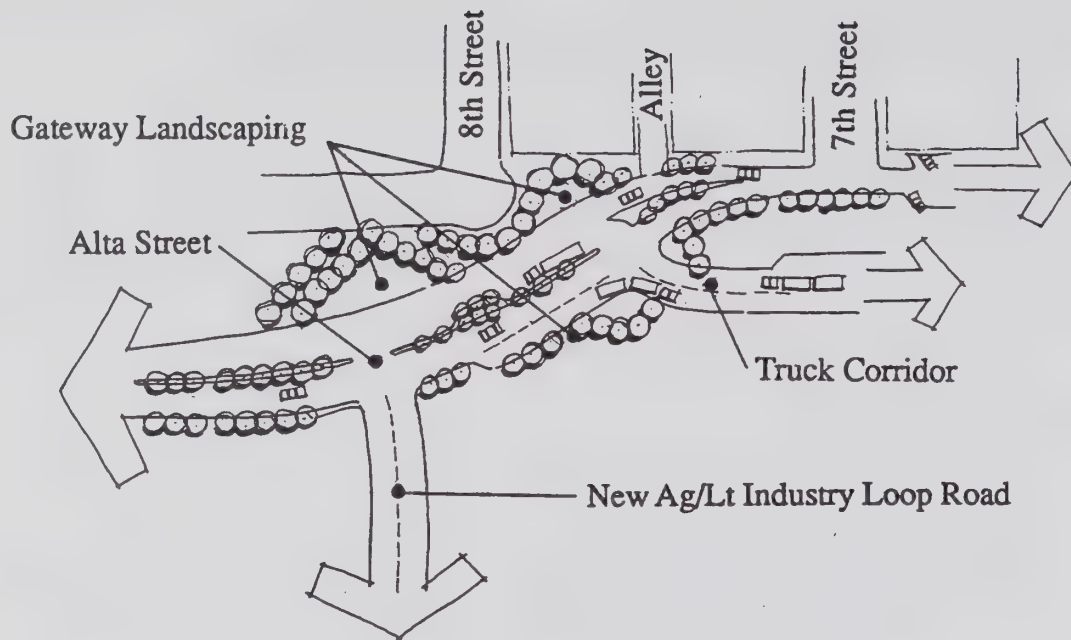
##### **Implementing Actions**

- Action 4.1** Improve the condition and safety of existing railroad crossings by encouraging Southern Pacific to upgrade surface conditions and install signs and signals where warranted.
- Action 4.2** Work with Southern Pacific to get a second railroad grade crossing in the vicinity of Alta and Tenth Street. The crossing would provide an outlet for the new collector street serving the

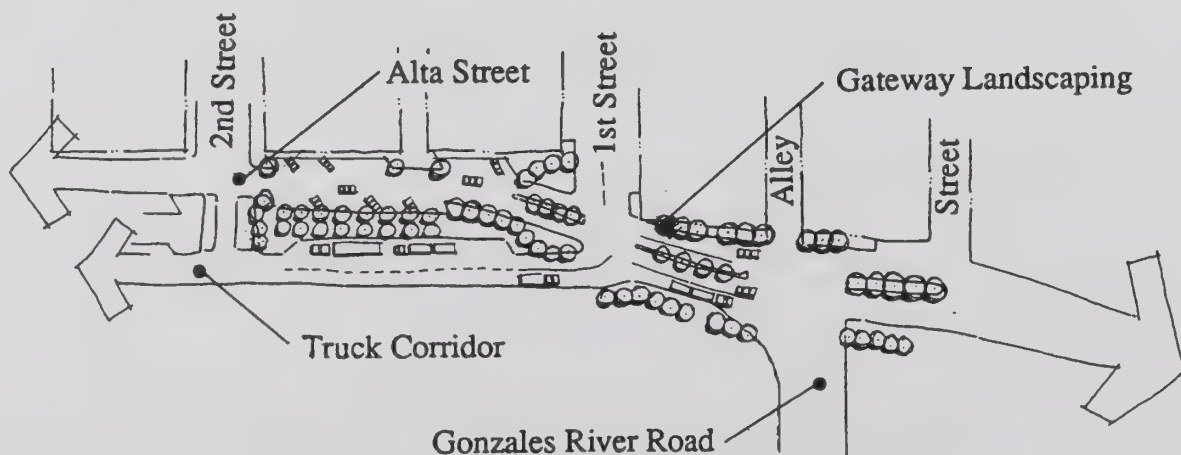
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<sup>6</sup> The alternative is intended to be illustrative only and is not "adopted" by virtue of its inclusion in this Plan. However, a General Plan Amendment would not be required to construct this alternative design as long as it was deemed consistent with the other goals and policies of this Plan and did not interfere with Alta Street's function as an arterial street.

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North Alta Street Realignment



South Alta Street Realignment



**GONZALES**  
GENERAL PLAN

Note 1: Sketches are illustrative only and should not be interpreted as an "adopted" plan for Alta Street.

Note 2: Figure does not reflect Action 1.7 which would consider realigning Gonzales River Road to C Street

**B R A D Y   A N D   A S S O C I A T E S**  
PLANNERS AND LANDSCAPE ARCHITECTS

FIGURE III-5  
**Alternative Design  
for Alta Street**

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future industrial area west of the railroad. Consider creating a special assessment district for the industrial area to finance the cost of the crossing and associated safety improvements (flashing lights, cross rail, etc.).

- Action 4.3** If warranted in the future, initiate measures to reduce through-traffic on local streets. These measures could include diverters, speed humps, reduced speed limits, additional stop signs, and similar traffic management devices.
- Action 4.4** Prohibit new street intersections within 600 feet of the North and South Alta interchange ramps unless the City Engineer finds that closer access will meet acceptable safety standards or that mitigation measures will be followed to ensure safe access and to minimize interference with traffic flow.
- Action 4.5** In the development areas east of Highway 101, regulate the location of commercial and multi-family residential driveways in a manner which minimizes conflicts at intersections and interference with moving traffic. (*See also Policy 1.3*).
- Action 4.6** Conduct speed studies as needed on collector and arterial streets to determine compliance with posted speeds and to decide whether speed adjustments (up or down) are required.
- Action 4.7** Consider limiting parking or requiring one-way traffic flow on alleys or narrow through-streets which are often congested with parked cars.
- Action 4.8** Ensure adequate street widths for emergency vehicle access in new developments.
- Action 4.9** Continue to explore options for the redesign of Alta Street to improve vehicle and pedestrian safety.
- Action 4.10** Ensure that street designs provide adequate safety provisions for bicycles and pedestrians. (*See additional policies under Goal 7.*)
- Action 4.11** Encourage Caltrans to use signage on Highway 101 which promotes the use of the North and South 101 interchanges rather than the Fifth Street interchange for access to downtown Gonzales (e.g., "Downtown this Exit").
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## **5. Adequate Parking**

**Goal 5:** Adequate parking to accommodate new and existing development.

### **Policies**

- Policy 5.1** Establish off-street parking standards which are sufficient to meet the parking demand created by new development. In residential areas, these standards should minimize the number of vehicles that must park on the street; in commercial areas, the standards should enable shoppers to park as close to their destinations as possible.
- Policy 5.2** Increase the availability of parking on Fourth and Alta Streets for the convenience of shoppers and other persons travelling to downtown Gonzales.
- Policy 5.3** Reduce truck parking on residential streets and around "gateways" to the City like North Alta Street.
- Policy 5.4** Promote the development of "joint use" parking lots in new commercial development areas. Joint use means that the lots can serve different purposes during different times of the day, offsetting the need for two separate parking lots. For instance, parking used by an office building during the day can be used by a movie theater during the evening.
- Policy 5.5** Maintain parking requirements in the Downtown Mixed Use District which recognize the small parcel sizes and associated constraint of providing on-site parking for new projects. Where appropriate, allow a portion of the required parking to be met using existing spaces on Alta Mall.

### **Implementing Actions**

- Action 5.1** Explore the use of diagonal parking on Fourth Street as a means of increasing the number of available spaces downtown.
- Action 5.2** Develop an Off-street Parking Plan for downtown Gonzales. The Plan will identify locations where additional parking can be provided (possibly including a central downtown lot) and will

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develop funding strategies for increasing the parking supply (possibly creating a Downtown Parking Improvement District).

- Action 5.3** Review current off-street parking patterns and standards for residential and commercial development and determine if they are adequate to meet demand. Parking conditions should be periodically reviewed to ensure that the standards remain current and adequate.
- Action 5.4** Require businesses located in the area west of Alta Street to provide on-site parking sufficient for employee needs or to provide remote parking for peak season demand.
- Action 5.5** Enforce the Gonzales Truck Route Ordinance, which prohibits truck parking on residential streets.
- Action 5.6** Prohibit all-day parking in downtown Gonzales as a means of maintaining sufficient spaces for shoppers and avoiding use of spaces by employees from nearby industries and packing sheds. Allow exceptions to this requirement (for downtown business owners, etc.) using a permit system.
- Action 5.7** Require the parking lot at the future commercial site on Gloria Road near the South Alta interchange to include dedicated park-and-ride spaces for weekday commuters. Such spaces may be designed so that they may be used for non-commute purposes on evenings and weekends.

## **6. Alternatives to Single Passenger Vehicles**

**Goal 6:** More attractive and feasible alternatives to single passenger vehicles.

### **Policies**

- Policy 6.1** Support alternatives to the single passenger vehicle as a way of getting around Gonzales and traveling between Gonzales and other communities.
- Policy 6.2** Make the most efficient use of existing road facilities in Gonzales.

- 
- Policy 6.3** Strive to improve the mobility of seniors, persons with disabilities, and persons without access to a car. Support improved delivery of County services that provide transportation to these groups.
- Policy 6.4** Support periodic studies of South County transit needs. When and if there is an established need that can reasonably be met by a public transit system pursuant to the Transportation Development Act, support the development of transit services in the area.
- Policy 6.5** Actively promote ridesharing and carpooling for persons working in Gonzales and for persons commuting from Gonzales to jobs in other cities.
- Policy 6.6** Encourage a land use pattern which makes it easier to shop, play, work, and conduct personal business with minimal driving. This includes increasing the mix of housing, retail, service, and public uses in downtown Gonzales.

#### **Implementing Actions**

- Action 6.1** Work with Caltrans to seek development of a park and ride lot at the North Alta interchange.
- Action 6.2** Continue to use the Trip Reduction Ordinance (adopted in 1993) to require large employers and residential developers to promote alternatives to the single passenger vehicle.
- Action 6.3** Work with local grocery stores, the post office, or other frequently visited places in Gonzales to develop a rideshare bulletin board for residents commuting to jobs in other cities.
- Action 6.4** Maintain a permanent bus stop site in Gonzales for private intercity buses (Greyhound) and encourage initiation of regularly scheduled stops.
- Action 6.5** Comply with the requirements of the Americans with Disabilities Act (ADA) in meeting the mobility needs of persons with disabilities.
- Action 6.6** Continue to review community needs to determine if local or intercity transit service should be considered.
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**7. Bicycle and Pedestrian Circulation**

**Goal 7:** Better provisions for bicycles and pedestrians.

**Policies**

- Policy 7.1** Support bicycling as a transportation mode which promotes personal health, recreation, and enjoyment while minimizing energy consumption and air pollution.
- Policy 7.2** Improve provisions for bicycles in Gonzales. This should include development of designated bicycle paths, primarily using collector streets. Where feasible, pursue the development of a bicycle path along the Gonzales Slough.
- Policy 7.3** Require major commercial development, employment centers, and public facilities to include provisions for safe, secure bicycle parking.
- Policy 7.4** Provide safe access for children and teens walking or bicycling to Gonzales schools and City parks.
- Policy 7.5** Provide sidewalks within all residential and commercial development areas.
- Policy 7.6** Use street trees, lighting, landscaping, and other amenities as appropriate to create an attractive environment for pedestrians in downtown Gonzales.

**Implementing Actions**

- Action 7.1** As funding permits, develop a Gonzales Bikeways Master Plan within two years of the adoption date of this General Plan. The Plan should be consistent with Bikeway Plans developed by Monterey County.
- Action 7.2** Require developers of new projects to provide bike path markings on collector streets and on other streets so designated in the future Bikeways Plan.
- Action 7.3** Consider establishing a special City fund or account for bike lane striping and signage, with revenue generated through impact fees, development agreements, or Transportation Development Act

(TDA) funds. Accordingly, the City should apply for grants for bikeway improvements within one year after completion of its Bikeways Plan.

- Action 7.4** Continue to explore the feasibility of bike path development along the Gonzales Slough, including a possible extension and underpass or overpass to the future residential area north of Sunrise Ranch.

## **8. Movement of Goods**

- Goal 8:** Safe and efficient movement of goods with minimal disruption to residential neighborhoods.

### **Policies**

- Policy 8.1** Promote industrial expansion west of Alta Street to minimize future truck traffic on the predominantly residential streets east of Alta Street.
- Policy 8.2** Promote services oriented towards trucks (truckstops, repair shops, rest areas) at the South Alta interchange to avoid extensive truck traffic on City streets.
- Policy 8.3** Limit the presence of trucks on residential streets through restrictions on truck parking and truck through-traffic.
- Policy 8.4** Support the development of railroad spurs serving industrial development west of Alta Street.

### **Implementing Actions**

- Action 8.1** Remove the truck route designation on Fifth Street, except for local deliveries.
- Action 8.2** Consider restricting truck turning movements along streets intersecting Alta to reduce truck traffic and truck parking on residential streets.

*(See also Action 5.5 on enforcement of truck parking restrictions.)*

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**9. Planning and Implementation**

**Goal 9:** Coordination with County, regional, State, and Federal agencies to achieve the other goals in this Element.

**Policies**

- Policy 9.1** Work with the Association of Monterey Bay Area Governments, Monterey County, and the regional Congestion Management Agency to develop and implement plans which reduce congestion, improve air quality, and reduce single occupant home-to-work driving trips.
- Policy 9.2** Coordinate local transportation improvements with State and Federal agencies to ensure consistency between local and regional/statewide actions, especially as pertains to Highway 101.
- Policy 9.3** Use the environmental review process to identify on- and off-site mitigation measures which address the traffic impacts associated with new development.

**Implementing Actions**

- Action 9.1** Provide data to the County as requested to assist in their updating and implementation of the Congestion Management Plan.
- Action 9.2** Continue to provide local representation on regional transportation boards and committees.
- Action 9.3** Prepare a biannual evaluation of the Circulation Element to determine what progress is being made towards achieving its goals. This evaluation should be a joint effort of the City Planning and Public Works Departments.



## **Chapter IV HOUSING**



### **A. Introduction**

#### **1. What is The Housing Element?**

The Housing Element addresses the provision of safe, affordable housing for existing and future Gonzales residents. The Element is designed to meet the Statewide goal of providing a decent home and suitable living environment for all Californians. It is also designed to meet local and regional goals for maintaining and improving the quality of life by making housing accessible to people of all ages, incomes, races, and physical capabilities.

Housing Elements have been required in California since the late 1960s when the State Government Code was amended to include specific standards for their preparation. Each local government is required to develop numerical housing production and rehabilitation objectives, as well as a five-year action program to achieve these objectives. State law requires that Housing Elements be revised every five years; this document updates the 1986 Gonzales Element. Although it was initially drafted to cover the period 1991-1996, the State granted local governments two two-year extensions to meet their share of regional housing needs in 1994 and 1995. Consequently, this Element covers the period 1991-2000.

Additional requirements have been added to Housing Element law over time, including allowances for second units and mobile home parks and, more recently, provisions to protect units at risk of losing government subsidies. This Element points out the actions needed to comply with all current State housing laws. Many of the programs in the Action Plan respond to specific State mandates.

#### **2. Required Content**

Article 10.6, Section 65583 of the Government Code describes the required contents of the Housing Element. These requirements are as follows:

- (1) An assessment of housing needs and an inventory of resources and constraints to meet these needs.

This includes analyses of:

- ✓ population and employment trends, including existing and projected housing needs for all income levels
  - ✓ household characteristics, including ability to pay for housing, housing condition, and degree of overcrowding
  - ✓ availability of land and community services for new housing
  - ✓ governmental constraints which might impede housing production, such as fees, processing, and land use controls
  - ✓ nongovernmental constraints which might impede housing production, such as the price of land and the availability of financing
  - ✓ special housing needs in the community, including the needs of farmworkers, seniors, single parents, the homeless, the disabled, and large families
  - ✓ opportunities for energy conservation within residential development
  - ✓ the consequences of expiring subsidies or affordability restrictions on publicly assisted units.
- (2) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing.
  - (3) A program which sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Element.

The program must do the following:

- ✓ Identify adequate sites to meet the housing needs for all income levels identified in the Element.
- ✓ Assist in the development of adequate housing to meet the needs of low and moderate income households.
- ✓ Address and, where possible, remove governmental constraints to housing maintenance and development.
- ✓ Conserve and improve housing condition.
- ✓ Promote equal opportunities and access to housing.

The program must identify the agencies and officials responsible for implementing these actions.

The Housing Element is also required to contain an evaluation and assessment of the previous (1986) Housing Element and a description of the public participation program used to develop this Element.

### **3. Relationship of the Housing Element to Other Plans**

1986 Housing Element. This document replaces and supersedes the 1986 Element. That Plan served as the City's official housing policy from 1986-1991, but its "future" objectives are based on a time horizon that has already passed. In some instances, the 1986 policies and program recommendations are still valid, but in other cases, they do not reflect current issues and conditions in Gonzales. This Update incorporates demographic and housing condition data from the 1990 Census and responds to the rapid population and household growth that occurred in Gonzales during the late 1980s and early 1990s.

Monterey County Housing Element. The 1992 County Housing Element focuses on housing policies and programs for unincorporated Monterey County, including land in the Gonzales Planning Area. Gonzales has taken the County's Element into consideration in developing its own policies and programs. Several of the action programs in the City's Element implement county policies at the local level. Other action programs rely on the County, particularly the Housing Authority and the Department of Social Services, for implementation.

AMBAG Regional Housing Needs Plan. The 1990 Association of Monterey Bay Area Governments (AMBAG) *Housing Needs Plan* identifies the "fair share" housing allocations for each city in the Monterey Bay Region, including Gonzales. The Plan recognizes that providing affordable housing is not a task that each city can do in isolation. Economic and environmental factors affect the ability of each city to accommodate their "fair share" of the region's needs.

The State has assigned the task of coordinating local housing programs and determining how much affordable housing each jurisdiction should provide to AMBAG. This allocation is updated every five years. The Gonzales Housing Element accommodates the fair share allocation assigned by AMBAG for 1991-1996, although the City has until 2000 to reach these targets.

Other Elements of the Gonzales General Plan. The General Plan promotes a balance between jobs and housing, maintenance of a small town environment, revitalization of downtown Gonzales, and clear boundaries between development and agriculture. Through a variety of planning policies and programs, the City hopes to maintain its agricultural industrial base, its low

density character, and its personalized, responsive city services. Central themes of the plan also include enhancement of parks and natural resources.

As required by State law, the Housing Element has been written so that it is internally consistent with the policies and programs in the other Elements of the General Plan. For instance, where the Housing Element identifies a need for new single family units, the Land Use Element identifies land for those units and the Circulation Element identifies the road improvements needed to allow development of that land. In the future, if any Element is revised or amended, the other Elements must also be revised or amended so they remain internally consistent.

**Zoning and Subdivision Ordinance.** The zoning and subdivision ordinances are two of the primary tools for implementing this Element. The Action Program recommends several revisions to both ordinances to make them consistent with this Element's goals and policies.

#### **4. Public Participation**

Broad community participation is essential when preparing a Housing Element. Public input is required to identify housing issues and to determine the most appropriate and acceptable way to resolve these issues. Chapter One of the General Plan (Introduction) describes the participation program, including the creation of a 25-member Citizens Advisory Committee which guided the Plan's preparation, including this Element. The Committee met several times between 1992 and 1994 to consider housing issues and options for Gonzales.

Several public meetings before the Planning Commission and City Council were held during 1992, 1993, and 1994. These meetings provided a chance to consider alternative housing policies and evaluate areas suitable for various types of housing development. The hearings were publicly advertised in the local newspaper and were covered by the local media. The City Council hearings were televised live on the local public access channel, informing home viewers of the options being considered. Further opportunities for public input were provided during the adoption hearings before the Planning Commission and City Council in 1996.

The Draft Element was also circulated to other government agencies (AMBAG, Monterey County, etc.), nonprofit housing developers, members of the General Plan Citizens Advisory Committee, and representatives of special needs groups. Copies of the Plan were made available for public review at the Gonzales Public Library, with written comments invited.

Implementation of the Element will require a commitment from the public and private sectors. The community participation process will need to continue in the future, with cooperation between the City, the County, AMBAG, local residents, developers and builders, various social service agencies, and nonprofit housing providers.

## **5. Organization of the Element**

The Gonzales Housing Element is organized into two major components. The first component addresses the City's housing needs; the second addresses the course of action to be taken to meet these needs. Because the Element has been specifically reviewed for its compliance with State housing law, it has been formatted to function as a free-standing document as well as a chapter of the General Plan. As such, some of the text contained in this Element (such as the discussion of the public participation program and the City's setting), is repeated in other Elements.

Following this Introduction, data from the 1990 Census is presented to assess housing needs in the City. A number of factors are reviewed, including population growth, household type and size, age, ethnicity, income, employment, tenure, and overcrowding. Following that analysis, housing conditions in Gonzales are examined. This includes structure type, vacancy characteristics, housing condition, and housing value.

The Element then describes population projections based on AMBAG data, recent trends, and the availability of land to accommodate new growth. Governmental and non-governmental constraints to housing production are also described.

Following the analysis section, the Element evaluates the 1986 Housing Element and identifies where changes are needed. This is followed by goals, policies, and numerical objectives for meeting housing needs. The action program is presented next, prescribing specific short-term actions implementing the policies.

The policy and program sections of the Housing Element are organized into nine sub-headings as follows:

1. Provision of adequate sites
2. Housing opportunities for lower and moderate income households
3. Conservation and improvement of existing housing
4. Protection of community character
5. Fair housing opportunities

6. Energy and water conservation
7. Reducing governmental constraints
8. Special needs populations
9. Monitoring and coordination

## **B. Community Profile**

The City of Gonzales is located in Monterey County, approximately 16 miles south of Salinas. The City lies in the north-central part of the Salinas Valley, an extremely productive agricultural region extending from Salinas to beyond King City.

### **1. Population Trends**

After several decades of slow growth, Gonzales became one of Monterey County's fastest growing cities during the 1980s. Left unchecked, rapid growth would probably continue through the 1990s and beyond the year 2000.

Table IV-1 illustrates population growth in Gonzales and Monterey County between 1950 and 1980. The City experienced slow but steady growth from its incorporation in 1947 to the early 1980s. Decennial growth rates from 1950 to 1980 averaged between 12 and 20 percent, considerably slower than the County as a whole. Between 1950 and 1980, Gonzales grew by 59 percent, while Monterey County grew by 122 percent. In 1980, the population of Gonzales was about 2,900, barely a thousand people more than the figure for 1950.

The City's growth accelerated dramatically during the 1980s. In that decade alone, the City gained more people than it had during the three previous decades combined. Population swelled to nearly 4,700 persons by 1990, and the City posted a growth rate triple that of Monterey County.

Table IV-2 illustrates growth in Gonzales during the last 20 years compared to other cities in Monterey County. Until the 1980s, Gonzales was one of the slower growing cities in the County. Other South County cities (Soledad, Greenfield and King City) grew rapidly during the 1970s, as did the newer communities around Monterey Bay such as Marina. Gonzales outpaced Soledad and King City during the 1980s, achieving a growth rate only exceeded in Monterey County by Greenfield. The surge occurred as Gonzales became a viable housing choice for commuters traveling to jobs as far away as the Santa Clara Valley. Like other communities on the periphery of the San Francisco/Oakland/San Jose metropolitan area, Gonzales' growth during the 1980s was fueled by the availability of affordable housing and interest in the more relaxed lifestyle of small towns. The trend shows no signs of reversing; in fact, population estimates for the early 1990s indicate the growth rate between 1990 and 1993 remained at about 6 or 7 percent.

**Table IV-1**  
**POPULATION GROWTH IN GONZALES AND MONTEREY COUNTY,**  
**1950-1980**

Year	Locale	Population	# Change	% Change
1950	Gonzales	1,821	--	--
	County	130,498	--	--
1960	Gonzales	2,138	317	17.4
	County	198,351	67,853	52.0
1970	Gonzales	2,575	437	20.4
	County	247,450	49,099	24.8
1980	Gonzales	2,891	316	12.3
	County	289,861	42,411	17.1
1990	Gonzales	4,660	1,769	61.2
	County	355,662	65,801	22.7

Source: U.S. Census, 1950-1980, AMBAG, 1992.

**Table IV-2**  
**POPULATION TRENDS IN GONZALES**  
**AND SURROUNDING COMMUNITIES**

Jurisdiction	1970	1980	1990	% Change 1970-1980	% Change 1980-1990	Miles from Gonzales
Gonzales	2,575	2,891	4,660	12.3	61.2	--
Soledad	4,222	5,928	7,146	40.4	20.5	9
Greenfield	2,608	4,181	7,464	60.3	78.5	16
Salinas	58,896	80,479	108,777	36.6	35.2	16
Marina	8,343	20,647	26,436	147.5	28.0	23
King City	3,717	5,495	7,634	47.8	40.8	28
Seaside	35,935	36,567	38,901	1.8	6.4	28
Monterey	26,302	27,558	31,954	4.8	16.0	31
Pacific Grove	13,505	15,755	16,117	16.7	2.3	33
Monterey County	247,450	289,861	355,662	17.1	22.7	--
Santa Cruz County	123,640	188,141	229,734	46.5	22.1	--

Source: U.S. Census, 1970-1990; DOF, 1990.

According to the State Department of Finance, the City's population was 5,549 on January 1, 1993. This is an increase of 889 persons (19 percent) in less than three years.

## 2. Demographic Characteristics

Household Type. Gonzales households contain a much higher proportion of "families" than the County or State. Gonzales households are also less likely to consist of single persons or unrelated individuals than the County or State.

According to the 1990 Census, there were 1,113 households in Gonzales, with 4,553 persons.<sup>2</sup> Another 107 (2.3 percent) of the City's residents lived in group quarters. Some 85 percent of the households were families, compared to 73.5 percent in Monterey County and 69 percent in the State. About 12 percent of the City's households were composed of single persons living alone, compared to 20 percent in the County and 23 percent in the State.

As Table IV-3 shows, nearly half of the households in Gonzales consist of a married couple with related children living at home, compared to just 27 percent statewide. Gonzales also has a higher incidence of single mother households than the County or State. About 11 percent of all City households are in this category, compared to 7 percent countywide and statewide. Single mother households often have special needs, such as day care, which reduce the amount of income available for housing. Only 3 percent of the City's households are composed of unrelated individuals living together, compared to 6 percent countywide and 8 percent statewide.

Age. As one might expect from the unusually large number of family households in the City, there are also a large number of children. Table IV-4 indicates that Gonzales' population is significantly younger than Monterey County's. Some 42 percent of the City's residents are under 19, compared to 31 percent in the County as a whole. As these children mature, they may have a significant impact on local housing needs, creating a demand for affordable rental units.

The "first-time home-buyer" age group (25-44) is smaller in Gonzales than in the County, composing 31 percent of the local population compared to 34 percent countywide. However, the large number of children born to persons in this age group suggests a need for large family housing units. Seniors

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<sup>2</sup> Gonzales' 1990 population (4,660 persons) consisted of two components: persons in group quarters (107 persons) and persons in households (4,553 persons). Data source for these figures is "Monterey County Population and Housing Estimates," dated 4/1/90, printed 5/31/91 by the State Department of Finance (DOF).

**Table IV-3  
HOUSEHOLD TYPE AND PRESENCE OF CHILDREN**

	Number of Households	Percent of Total
<b>ONE PERSON HOUSEHOLDS</b>		
Male	46	4.1
Female	87	7.8
<b>TWO OR MORE PERSON HOUSEHOLDS</b>		
<b>Married Couple</b>		
With related children	539	48.4
Without related children	199	17.9
<b>Male Householder, Wife not Present</b>		
With related children	40	3.6
Without related children	20	1.8
<b>Female Householder, Husband not Present</b>		
With related children	125	11.2
Without related children	20	1.8
<b>Non-Family Households</b>		
Male Householder	25	2.2
Female Householder	12	1.1
<b>TOTAL</b>	<b>1,113</b>	<b>100.0</b>

Source: 1990 Census.

**Table IV-4  
AGE DISTRIBUTION OF GONZALES AND  
MONTEREY COUNTY POPULATION, 1990**

Age	Gonzales		Monterey County	
	Number	% of total	Number	% of total
Under 5	486	10.4	31,297	8.8
5-9	502	10.8	28,403	8.0
10-19	956	20.5	50,701	14.3
20-24	421	9.0	34,294	9.6
25-34	855	18.3	69,315	19.5
35-44	575	12.3	52,319	14.7
45-54	295	6.3	29,785	8.4
55-64	258	5.5	24,849	7.0
65+	312	6.7	34,697	9.8
<b>TOTAL</b>	<b>4,660</b>	<b>100.0</b>	<b>355,660</b>	<b>100.0</b>

Source: 1990 Census.

represent 7 percent of the City's population, compared to 10 percent countywide. Despite the relatively small number of senior citizens in the City, their housing needs may be significant due to their limited incomes and higher health care costs.

Ethnicity. The racial and ethnic composition of Gonzales' residents is shown in Table IV-5. About 80 percent of the City's residents are of Hispanic origin, compared to 30 percent countywide. Since the Census classifies Hispanic origin as an ethnic rather than racial characteristic, much of the Hispanic population is included in the racial category "Other" in Table IV-5. Most of the City's Hispanic residents are of Mexican descent.

About 27 percent of Gonzales' population is white, compared to 64 percent countywide. Just over 1 percent of the City's residents are black, compared to 6 percent in the County; about 3 percent are of Asian or Pacific Island descent, compared to 8 percent countywide.

### **3. Household Size**

The 1990 Census reported that the average household size in Gonzales was 4.09, compared to 2.96 in the County and 2.79 in the State. This may be the single most telling indicator of Gonzales' housing needs; its average household size is among the largest of any community in California. Table IV-6 indicates that nearly one quarter of the City's households have 6 or more persons, compared to 9 percent countywide and 7 percent statewide. Some 35 percent of the City's households contained 4 or 5 persons, compared to 23 percent in the County and 22 percent in the State. At the other end of the scale, only 12 percent of Gonzales' households contained one person, roughly half the State average. Average household size in Gonzales increased 22 percent during the 1980s, from 3.36 to 4.09.

The State Department of Finance (DOF) reports that household size has continued to rise during the 1990s. DOF data indicates that Gonzales had an average household size of 4.176 in 1991, 4.213 in 1992, 4.276 in 1993, and 4.396 in 1994.

### **4. Income**

Income Trends. Gonzales has a median income that is lower than the cities to the north around Monterey Bay, but higher than the Salinas Valley cities of Greenfield and Soledad to the south. Both household and per capita income have grown at a slower pace in Gonzales than in the rest of Monterey County.

**Table IV-5**  
**RACIAL AND ETHNIC DISTRIBUTION OF GONZALES AND**  
**MONTEREY COUNTY POPULATION, 1990**

	Gonzales		Monterey County	
	Number	% of total	Number	% of total
White	1,243	26.7	227,008	63.8
Black	60	1.3	22,849	6.4
Native American	11	0.2	3,017	0.8
Asian/Pacific Island	157	3.4	27,856	7.8
Other	3,189	68.4	74,930	21.1
TOTAL	4,660	100.0	355,660	100.0
Hispanic Origin	3,828	82.1	105,637	29.7

Source: 1990 Census; DOF (5/11/92).

**Table IV-6**  
**HOUSEHOLD SIZE, GONZALES, MONTEREY COUNTY**  
**AND CALIFORNIA**

Household Size	Gonzales		Monterey County		California	
	Number	% of total	Number	% of total	Number	% of total
1 Person	133	11.9	22,999	20.4	2,429,867	23.4
2 Person	169	15.2	34,505	30.5	3,231,002	31.1
3 Person	168	15.1	19,302	17.1	1,725,777	16.6
4 Person	219	19.7	17,391	15.4	1,514,233	14.6
5 Person	168	15.1	8,983	8.0	757,062	7.3
6+ Persons	256	23.0	9,785	8.7	723,265	7.0
Total Households	1,113	100.0	112,965	100.0	10,381,206	100.0
Persons/Household <sup>a</sup>	4.09		2.96		2.79	

<sup>a</sup> Persons per household is calculated by dividing the total population in households by the total number of households. Persons living in group quarters are not included.

Source: 1990 Census.

In 1979, median household income in the City was \$15,379, compared to \$17,661 in the County and \$18,243 in the State. By 1989, median income had increased to \$25,458 in Gonzales, \$33,520 in the County, and \$35,798 in the State. Although income in the City grew by 65 percent during the 1980s, the growth rate trailed that of the County (90 percent) and the State (98 percent).

Table IV-7 indicates a fairly uniform distribution of persons in each income category. In 1989, some 19 percent of the City's households earned less than \$10,000 a year. About 14 percent of the City's households earned more than \$50,000 annually. By contrast, only 9 percent of the County's household earned less than \$10,000 a year, and nearly a third earned more than \$50,000 a year.

Table IV-8 indicates poverty status in Gonzales. In 1989, about 25 percent of all Gonzales residents were below the poverty level. The incidence of poverty was highest for children, particularly those in single parent households. Nearly three in four children in single parent households lived below the poverty level, four times the rate for children in married couple households. The incidence of poverty was relatively low for senior citizens, with less than 10 percent living below the poverty level. By contrast, in Monterey County as a whole, only about 12 percent of the residents were below the poverty level in 1989 and only 38 percent of the children in single parent households lived below the poverty level.

About 13 percent of Gonzales' household population received some form of public assistance income in 1990. Some 17 percent of all public assistance recipients were over 65 years old, although persons over 65 represented less than 7 percent of the household population.

Per capita income growth between 1979 and 1989 for selected Monterey County cities is shown in Table IV-9. The table indicates that per capita income in Gonzales grew at a slower pace than other cities in the County and that the gap between the City's per capita income and the County's widened over the period. The findings do not necessarily mean that Gonzales residents have lower incomes than "average" County residents; the large number of dependents in a typical Gonzales household produces lower per capita income figures. The three or four children in a "typical" Gonzales household also mean that more money must be set aside for food, clothing, health care, etc. leaving less remaining for housing.

Income Spread. Most housing assistance programs are targeted at households meeting specific income criteria. The State Department of Housing and Community Development (HCD) defines "very low" income households as having less than 50 percent of the area median income, "low" income as less

**Table IV-7**  
**1989 INCOME DISTRIBUTION OF GONZALES AND**  
**MONTEREY COUNTY HOUSEHOLDS**

	Gonzales	% of total	Monterey Co.	% of total
All Households	1,170*	100.0	113,340	100.0
Median Income	\$25,458		\$33,520	
Less than \$5,000	71	6.0	3,694	3.3
\$5,000-\$9,999	147	12.6	6,573	5.8
\$10,000-\$14,999	120	10.3	8,830	7.8
\$15,000-\$19,999	117	10.0	9,280	8.2
\$20,000-\$24,999	119	10.2	10,850	9.6
\$25,000-\$29,999	122	10.4	9,462	8.3
\$30,000-\$34,999	106	9.1	10,560	9.3
\$35,000-\$42,499	79	6.8	12,838	11.3
\$42,500-\$49,999	127	10.8	9,318	8.2
\$50,000 or more	162	13.8	31,935	28.2

\* Total number of households is based on extrapolation of the 16 percent sample used in Census STF 3. The resulting figure is somewhat higher than the actual number of households in Gonzales.

Source: 1990 Census.

**Table IV-8**  
**POVERTY STATUS IN GONZALES AND MONTEREY COUNTY, 1989**

	Gonzales		Monterey County	
	Persons Below Poverty Level	% of Total in Category	Persons Below Poverty Level	% of Total
All Persons	1,169	25.2	38,818	11.6
Children in Married Couple Families	219	18.4	8,226	10.9
Children in Single Parent Households	347	72.0	7,461	38.5
Persons 18-65	559	21.4	20,356	9.9
Senior Citizens (Over 65)	29	8.7	2,207	6.7

Source: 1990 Census.

**Table IV-9**  
**INCOME GROWTH: 1979-1989, GONZALES AND NEARBY CITIES**

	Median Per Capita Income						1979-1989 Growth
	1979	1981	1983	1985	1987	1989	
Gonzales	5,322	6,254	6,403	7,064	7,344	7,834	47.2
Soledad	4,220	4,939	5,229	5,773	6,250	6,889	63.2
Salinas	6,795	7,805	8,172	8,852	9,390	11,351	67.0
Greenfield	4,620	5,356	5,452	5,689	6,275	7,710	66.9
King City	6,400	7,421	7,632	8,405	8,721	11,641	81.9
Seaside	5,546	6,523	7,019	7,950	8,466	10,409	87.7
Marina	5,687	6,630	7,019	7,747	8,377	11,338	99.4
Pacific Grove	8,562	10,491	11,376	12,704	14,023	19,533	128.1
Carmel	13,408	15,813	16,726	18,178	18,973	26,575	98.2
COUNTY	7,495	8,782	9,312	10,420	11,220	14,578	94.5
Gonzales as % County Median	71.0	71.2	68.8	67.8	65.5	53.7	--

Source: AMBAG, 1987 *Regional Housing Needs Study*;  
1990 Census, STF 3A.

than 80 percent, and "moderate" income as between 80 and 120 percent. The definitions are further refined to reflect the size of the household, since households of different sizes have different spending capacities. Table IV-10 shows the income limits of each category for Monterey County as of April, 1993.<sup>3</sup> To qualify as low-income, a family of four in Monterey County would need to earn less than 80 percent of the median income of \$39,900, or \$31,900.

Because comprehensive income data for all households is only reported by the Census once a decade, the base year for calculating the number of very low, low, moderate, and above moderate income households is 1989. Income distribution is assumed to have remained constant since that time, meaning that the percentage of households that are lower income is about the same now as it was in 1989, even though income for all households has gone up about 12 percent during the last four years.

<sup>3</sup> The analysis for the Gonzales Housing Element was conducted in 1993, prior to the release of more current (1994) income figures by Monterey County.

**Table IV-10**  
**UPPER LIMITS FOR INCOME BRACKETS IN MONTEREY COUNTY**  
**APRIL, 1993**

Persons in Household	Very Low Income	Low income	Median Income	Moderate Income
1	13,950	22,350	27,950	33,550
2	15,950	25,550	31,900	38,300
3	17,950	28,750	35,900	43,100
4	19,950	31,900	39,900	47,900
5	21,550	34,450	43,100	51,750
6	23,150	37,050	46,300	55,550
7	24,750	39,600	49,500	59,400
8	26,350	42,150	52,650	63,250

- Notes: (1) Persons earning above the upper limit for Moderate Income households are classified as "Above Moderate" Income.  
(2) The analysis for the Gonzales Housing Element was conducted in 1993, prior to the release of more current (1994) income figures by Monterey County.

*Source: State Department of Housing and Community Development, 1993.*

The percentage of Gonzales households classified as "very low," "low," "moderate," and "above-moderate" income in 1979 and 1989 is given in Table IV-11, along with the income brackets that defined each category. In 1979, some 48 percent of all Gonzales households were classified as low- or very low-income. By 1989, the proportion had risen to nearly 53 percent, with most of the growth occurring in the "very low" income category. This has significant housing implications, since very low income households are usually the least able to afford safe, decent shelter.

Countywide, only 38 percent of all households were classified as low or very low income in 1979. This percentage did not change during the 1980s, indicating that Gonzales has a greater share of the region's lower income population now than it did a decade ago.

Housing Affordability. About 29 percent of all owner households and 57 percent of all renter households in Gonzales paid more than a quarter of their income for housing in 1989. Such households are described as "overpaying" for housing by the State of California. The US Department of Housing and Urban Development (HUD) uses a 30 percent guideline to define overpayment; this encompasses 27 percent of all owners and 49 percent of all renters.

**Table IV-11**  
**HOUSEHOLD INCOME, GONZALES: 1979 and 1989**

<b>Income Category</b>	<b>% of Median</b>	<b>Income Ranges (1979)</b>	<b>% of Gonzales Households in range (1979)</b>	<b>Income Ranges (1989)</b>	<b>Estimated # of Households in range (1989)</b>	<b>% of Gonzales Households in range (1989)</b>
Very Low	Below 50%	\$0-\$8,831	27	\$0-\$16,760	383	33
Low	50-80%	\$8,832-\$14,129	19	\$16,761-\$26,816	235	20
Moderate	80-120%	\$14,130-21,193	23	\$26,817-\$40,224	244	21
Above Moderate	120+%	\$21,194+	31	\$40,224+	308	26

**Notes:**

- (1) Number of households in each income group for 1989 based on interpolation of 1990 census data (STF 3).
- (2) Total number of households noted in Census Summary Tape File (STF) 3 is 1,170 while total noted in STF 1 is 1,113. Discrepancy is probably due to sampling methodology used in STF 3.

*Source: 1980 Census, State HCD, 1986 Gonzales Housing Element, 1990 AMBAG Regional Housing Needs Plan, 1990 Census, STF 3.*

As one might expect, the problem is most severe for lower income renters. Among renter households with annual incomes less than \$20,000, 85 percent pay more than 30 percent of their income on rent. Overpayment by renters is rare for households earning more than \$20,000 a year. However, for homeowners, more than a third of those in the \$20,000-\$35,000 income bracket overpay for housing. This is probably indicative of the high mortgages carried by first time homebuyers during the late 1980s.

A comparison of 1980 and 1990 statistics show that overpayment became a more serious problem in Gonzales during the 1980s, as housing inflation far outpaced income growth. Between 1980 and 1990, median home values in Gonzales doubled, and rents increased by 150 percent. Household income grew by just 65 percent during the same period. Table IV-12 illustrates that the percentage of lower income households paying more than a quarter of their income for housing increased from 40 percent to 60 percent between 1980 and 1990.

Higher rents and home prices make entry into the housing market difficult for many lower income households and even impossible for very low income households. For renters, the initial move-in costs (first and last month's rent, security deposit, etc.) may require substantial savings, and the monthly rent and utilities may exceed the household's budget for shelter. For would-be owners, a 10 or 20 percent down payment can be even more formidable, while monthly mortgage payments are often prohibitively expensive due to high prices and interest rates.

Countywide, overpayment was more common in Gonzales than in other South County cities, but less common than in Salinas and in the County as a whole. Table IV-12 illustrates overpayment in several communities in the region. While 44 percent of all Gonzales households were overpaying for housing in 1990, the figure was 35 percent in Soledad, 40 percent in Greenfield, 41 percent in King City, and 50 percent in Salinas. The disparities are probably due to the more rapid rate of housing inflation in Salinas and on the Monterey Peninsula.

## **5. Employment**

While agriculture is still the mainstay of Gonzales' economy, a growing number of residents are employed in nonagricultural jobs outside of the City. Recent housing demand has been fueled by high housing costs in nearby job centers rather than local job creation.

**Table IV-12**  
**HOUSING OVERPAYMENT, GONZALES: 1980 AND 1990**

	1980	1990
Total Number of Households	835	1,170 <sup>a</sup>
# of Lower Income Households	386	618
Lower income HH as % of all HH	46%	53%
Lower income renter HH overpaying	141	291
Lower income owner HH overpaying	22	81
% of all lower income HH overpaying	40	60

Overpayment in Other Monterey County Cities		
Gonzales	44	% of all households paying more than 25% for housing in 1990
Soledad	35	
Greenfield	40	
King City	41	
Salinas	50	
County	48	

Indicators of Overpayment in Gonzales since 1980	1980 <sup>b</sup>	1990 <sup>c</sup>	% Increase
Gonzales Median Home Price <sup>d</sup>	61,700	123,700	100
Gonzales Median Rent	191	479	150
Gonzales Median Income	\$15,379	\$25,458	65

<sup>a</sup> Total number of households noted in Census Summary Tape File (STF) 3 is 1,170 while total noted in STF 1 is 1,113. Discrepancy is probably due to sampling methodology used in STF 3. "Overpaying" defined as spending more than 25% of gross income on housing.

<sup>b</sup> 1980 Income fig. based on interpolating HCD estimates for family of 4 in 1979 and '81.

<sup>c</sup> 1990 Income figure based on HCD data.

<sup>d</sup> Home price data based on U.S. Census.

Source: 1986 Gonzales Housing Element; 1990 AMBAG Regional Housing Needs Plan; 1990 Census STF 3.

Table IV-13 presents a profile of Gonzales' labor market in 1980 and 1990. In 1980, there were 1,065 employed persons in Gonzales. By 1990, the figure had risen 55 percent, to 1,646. More than 40 percent were employed in agricultural activities, including agriculturally related industries and services. Agriculture remained the mainstay of the City's economic base through the 1980s, with the percentage of residents employed in this sector remaining about the same in both 1980 and 1990. Fields in the vicinity of Gonzales support lettuce, strawberries, broccoli, asparagus, nursery crops, wine grapes, citrus, and seed crops, among others. The City is home to a major winery and to several vegetable processing, packing, and shipping facilities.

**Table IV-13**  
**EMPLOYMENT OF GONZALES RESIDENTS, 1980 and 1990**

	Employment 1980	% of Total	Employment 1990	% of Total
<b>TOTAL</b>	1,065	100.0	1,646	100.0
Agriculture/Forestry/Fishing	437	41.0	673	40.9
Construction	48	4.5	37	2.2
Manufacturing	77	7.2	113	6.9
Transportation	24	2.3	34	2.0
Communication/Utilities	6	0.6	27	1.6
Wholesale Trade	20	1.9	138	8.4
Retail Trade	115	10.8	124	7.5
Finance/Insurance/Real Estate	29	2.7	59	3.6
Business & Repair Services	20	1.9	123	7.5
Personal, Entertainment, Recr. Services	17	1.6	41	2.5
Health Services	65	6.1	42	2.6
Education Services	127	11.9	72	4.4
Other Professional Services	40	3.8	12	0.7
Public Administration	40	3.8	151	9.2

*Source: 1980 Census, 1990 Census.*

About 16 percent of Gonzales' residents are employed in wholesale or retail trade, up from 13 percent in 1980. Local employment in wholesale trade appears to have grown much faster than retail trade during the 1980s. About 14 percent of Gonzales' residents are employed in public administration or education, down from 16 percent in 1980. Manufacturing employs 7 percent of the City's residents, as do business and repair services.

Place-of-work data for Gonzales residents indicates that about 70 percent commute to another city for work. Salinas is the main destination, with 38 percent of the City's commuters working there in 1990. Most of the remaining commuters worked in Soledad or on the Monterey Peninsula. The census reported that only 24 Gonzales residents commuted to a job outside of Monterey County in 1990. This number has probably increased since 1990 with the completion of the Sunrise Ranch subdivision; sales staff at this development indicated that several recent buyers were commuting to Santa Clara County.

Unemployment in Monterey County is typically much higher than the statewide average, due to the seasonal nature of agriculture and tourist employment. The 1990 Census indicated there were 211 unemployed men and 163 unemployed women in Gonzales' labor force, for an unemployment

rate of 18.5 percent. For persons of Hispanic origin, the unemployment rate is 21.6 percent, significantly higher than either the State or County averages.

General Plan Citizens Advisory Committee members were concerned that Gonzales was becoming a "bedroom" community for Salinas due to its relatively low cost of living. There is a strong interest in maintaining a local jobs/housing balance and encouraging local commercial and industrial growth to avoid this scenario.

## 6. Tenure

Just over half of Gonzales' households are renters. As housing costs have outpaced income growth, more of the City's households have foregone home ownership and sought rental housing.

Table IV-14 indicates housing tenure (renter vs. owner) in Gonzales. About 53 percent of the City's households are renters, compared to a County average of 49 percent and a State average of 44 percent. The City's renter-owner ratio was reversed between 1980 and 1990. In 1980, 52 percent of the City's households were owners and 48 percent were renters. The rising percentage of renters is one indicator of the growing gap between income and housing costs. About half of the renter heads of household were under 34, while 80 percent of the owner heads of household were over 34.

Nearly all of the owner-occupied units were single family detached homes (97 percent). By contrast, 34 percent of the rented units were single family detached homes, and 22 percent were in apartment buildings with more than 20 units.

Overcrowding. Housing conditions in Gonzales are among the most crowded in Monterey County. The average household size is 37 percent larger in Gonzales than in the County as a whole, while the number of rooms per house is 20 percent smaller. The situation is most severe for Gonzales renters. Their average household size for renters is 4.37 (compared to 3.07 countywide) and their dwelling units contain an average of 3.5 rooms (1990 Census, STF1). Families with three or four children routinely occupy one and two bedroom apartments in the City. In other cases, unrelated families might "double up" to reduce housing costs. While some of the conditions may be attributable to cultural preferences, much must be attributed to the shortage of affordable units for large families, especially renters.

Overcrowding occurs when a household's living area is too small to meet the needs of the household. The Census defines overcrowded units as having more than one person per room (excluding bathrooms) and severely

**Table IV-14**  
**HOUSING CHARACTERISTICS BY TENURE, 1990**  
**GONZALES AND MONTEREY COUNTY**

		Gonzales	% of Total	County	% of Total
Total Occupied Units		1,113	100.0	112,965	100.0
Renters		593	53.3	55,763	49.4
Owners		520	46.7	57,202	50.6
Average Household Size		4.09		2.96	
Renters		4.37		3.07	
Owners		3.77		2.86	
Persons Per Room					
Renters	0.50 or less	96	8.6	21,490	19.0
	0.51 to 1.00	166	14.9	22,081	19.5
	1.01 to 1.50	91	8.2	4,673	4.1
	1.51 to 2.00	107	9.6	3,690	3.3
	2.01 or more	133	11.9	3,829	3.4
Owners	0.50 or less	194	17.4	36,781	32.6
	0.51 to 1.00	177	15.9	15,493	13.7
	1.01 to 1.50	64	5.8	2,306	2.0
	1.51 to 2.00	57	5.1	1,535	1.4
	2.01 or more	28	2.5	1,087	1.0
TOTAL		1,113	100.0	112,965	100.0
Total Households with 1.51 persons or more per room		325	29.2	10,141	9.0
Mean # of persons per room					
Renter		1.30		0.79	
Owner		0.78		0.51	
Mean # of rooms per unit		4.0		4.2	

Source: 1990 Census.

overcrowded units as having more than two persons per room. Using this definition, 56 percent of the City's renter households are overcrowded (compared to 22 percent in the County and 20 percent in the State); 29 percent of the City's owner households are overcrowded (compared to 9 percent in the County and 6 percent in the State). *Severe* overcrowding affects 22 percent of all Gonzales renter households (compared to 7 percent in the County and 6 percent in the State) and 5 percent of its owner households (compared to less than 2 percent in the County and State).

In 1990, the average rental unit in Gonzales had 1.3 persons per room, compared to 0.79 in Monterey County as a whole. Overcrowding has

increased significantly since 1980, rising from 22 percent of all Gonzales households to 43 percent. The 1986 Gonzales Housing Element attributed the trend to the shift in the Salinas Valley economy from seasonal and migrant farming to permanent year-round farming. An increasing number of farmworker families have permanently relocated to the valley, sometimes occupying housing units intended for single workers.

## **7. Special Needs**

Gonzales has a number of groups with "special housing needs," including large lower-income families, seniors, single mothers, disabled persons, and farmworkers. The private market alone cannot effectively meet the housing needs of these groups.

Large Households. Large households (six or more) comprise 23 percent of the City's total. As the previous section of this chapter pointed out, such households may have a difficult time finding large, affordable units and may consequently end up in overcrowded conditions.

The number of rental units suitable for large families is limited; there were 247 single family homes being rented out in 1990, compared to 346 apartments or trailers. Although the apartments were typically much smaller than the single family homes, usually with only one or two bedrooms, they contained a higher number of persons per unit. Single family rental homes averaged 4.2 persons per dwelling, while apartments in complexes of 10 units or more averaged 4.9 persons per dwelling. The statistics indicate a significant immediate need for three, four, and five bedroom rental apartments or homes.

Senior Citizens. The special housing needs of seniors include stable, affordably priced housing and proximity to services and health care. In addition, seniors may require ramps, handrails, lower cupboards, and other physical attributes that are not available in conventional homes. Many seniors may be on fixed incomes and may not be able to afford market rate rents. For those who are homeowners, many may not be able to pay for on-going home maintenance.

Seniors comprised 7 percent (312 persons) of Gonzales' population in 1990. The incidence of poverty is relatively low among this population, with just 29 persons below the poverty level (including 22 who are over 75). There is presently one development in Gonzales (Casa de Oro) which provides affordable rental housing for senior citizens. The project contains 20 publicly assisted units. While publicly assisted housing for seniors does not appear to be a significant immediate need, there is a long-term need for additional affordable units.

There may also be a need for financial assistance for elderly homeowners living in deteriorating units. There were 144 homes in Gonzales owned by seniors in 1990, representing 28 percent of all owner-occupied housing in the City. Many of these homes were among the oldest in the City and the most likely to be in need of rehabilitation. Elderly owners may be the least equipped to make home repairs, given their limited incomes and other expenses.

Single Mothers. Single mother households comprise 11 percent of the City's households; their income is typically lower than that of male-headed households, and their ability to work may be constrained by day care responsibilities and costs. They are often unable to afford suitable housing and may live in rental units that are too small for their families.

As mentioned earlier in this chapter, 85 percent of the children in single mother households in Gonzales fall below the poverty level. There are also 190 Aid for Dependent Children (AFDC) family group cash assistance cases, 40 AFDC unemployed parent cash assistance cases, and 73 food stamp noncash assistance cases in Gonzales. The statistics indicate a compelling need for housing assistance for very low income single parents, accompanied by day care and other social services.

Farmworkers. Farmworker households may be ill-equipped to find housing in the City due to very low incomes, inability to speak English, and possible discrimination. Farmworker housing exists throughout the Salinas Valley and may be found in the City of Gonzales and in the unincorporated areas on the City's periphery. The number of farmworker units is not known; countywide there are an estimated 6,145 farmworker households and 1,099 migrant farmworkers. Their accommodations include rooming houses, shared living quarters, bunkhouses or similar quarters maintained on farms, and labor camps. In Gonzales, there were 107 persons identified in the Census as living in "non-institutionalized group quarters;" it is assumed these were persons in migrant farmworker housing. The 1986 Gonzales Housing Element reported that 58 units in the City were rented exclusively for farmworkers.

As agriculture in the Salinas Valley shifted from seasonal to year-round activities during the 1950s and 1960s and an increasing number of farmworkers were unionized, migrant quarters were often converted to year-round quarters, and single male occupants were replaced by families. The increased occupancy and use of the quarters often caused conditions to deteriorate. Since the early 1970s, efforts have been underway to improve farmworker housing conditions throughout Monterey County. Unfortunately, conditions in the County have not universally improved. In some instances,

they have become worse. In addition to deteriorating structural conditions, some of the farmworker units are rented at excessive prices.

Farmworkers are likely to remain an important part of Gonzales' economic base, and their housing needs are not expected to lessen during the coming years. Housing for farmworker families and for transient farmworkers are both needed in the Gonzales vicinity.

Disabled. 1990 Census data indicates that 154 Gonzales adults (persons 16 or older) had "mobility" or "self-care limitations," including 23 residents with "mobility" limitations only, 114 residents with "self-care" limitations only, and 56 residents with both mobility and self-care limitations. Although disabled adults represent a small percentage of Gonzales residents (about 3 percent), they may require housing and specialized social services that are not readily available in Gonzales. In addition, many disabled persons may be unable to work due to their disability and may have very low incomes.

Like the elderly, disabled persons may require housing with particular physical features, such as ramps, and locational features, such as proximity to stores and other services. Although the Casa de Oro Apartments are open to disabled households, they primarily serve elderly households. Additional assisted housing for disabled persons would be desirable.

Homelessness. While homelessness is not a visible problem in the City, the lack of affordable units may have created a significant group of people who have doubled up, are living at home, or are staying with friends because they lack the resources to rent a suitable unit. The City does not have emergency shelters; those in need must travel to Salinas or elsewhere in the County to find homeless services. The Gonzales Police Department provides assistance for homeless persons needing shelter and social services in Salinas. The City also works with local churches and with the Salvation Army in assisting families in need.

## **C. Housing Characteristics**

### **1. Structure Type**

Table IV-15 illustrates the composition of Gonzales' housing stock in 1980 and 1990. In 1990, the City contained 1,222 housing units, a 38 percent increase over 1980. About 69 percent of the units were single family homes, including 784 detached units and 55 attached units. Eleven percent of the City's housing was in buildings of 2-4 units, and about 18 percent was in buildings of 5 units or more. Mobile homes made up less than 3 percent of the housing stock.

Mid-decade projections (1985) from the Department of Finance indicate that a majority of the City's 1980-1990 growth occurred during the latter half of the decade. Nearly 80 percent of the City's housing gain occurred during this period.

Growth during the 1980s was particularly rapid for 2-4 unit buildings; the number of units in such buildings increased from 47 in 1980 to 134 in 1990 (185 % increase). In sheer numbers, the greatest increases were in single family detached homes. There were 197 single family detached homes added to the City's inventory during the 1980s. According to the 1990 Census, the number of trailers and mobile homes also increased sharply, from 6 to 26, but mobile homes remained a very small part of the City's total housing stock. The slowest growth was in large multi-family buildings. According to the Census, less than 40 new units in buildings of 5 units or more were added during the 1980s. The slump in apartment construction is comparable to what was experienced countywide and statewide during the same period.

The composition of housing in Gonzales is more or less comparable to other cities in the Salinas Valley. Table IV-16 indicates that Soledad and Greenfield have a greater percentage of single family homes, while Salinas has a greater percentage of multiple family dwellings.

Table IV-17 provides updated housing unit data based on State Department of Finance data. Between the 1990 Census (4/1/90) and January 1, 1992, Gonzales experienced an 11.9 percent increase in housing units. This growth rate far exceeded that of neighboring jurisdictions and was largely due to single family construction in the Sunrise Ranch Subdivision. Growth slowed somewhat in 1992 and 1993, with only 20 detached homes and three duplexes added in this two-year period.

**Table IV-15**  
**HOUSING UNITS BY STRUCTURE TYPE, GONZALES: 1980-1990**

Unit Type	1980	% of total	1985	% of total	1990	% of Total
Single Family	654	74.1	726	75.9	839	68.7
Detached	(587)	(66.5)	(659)	(68.9)	(784)	(64.2)
Attached	(67)	(7.6)	(67)	(7.0)	(55)	( 4.5)
2-4 Plex	47	5.3	49	5.1	134	11.0
Multi-Family (5+)	176	19.9	176	18.4	214	17.5
Mobile Home/ Trailer	6	0.7	6	0.6	26	2.1
Other	--	0.0	0	0.0	9	0.7
<b>TOTAL</b>	<b>883</b>	<b>100.0</b>	<b>957</b>	<b>100.0</b>	<b>1,222</b>	<b>100.0</b>

*Source: 1980 Census; 1985 Department of Finance Data, 1990 Census.*

## 2. Vacancy Characteristics

The 1990 Census found that 109 housing units, or 8.9 percent of the City's housing stock, were vacant.<sup>4</sup> By comparison, 6.8 percent of the County's housing stock was vacant. The City's vacant units included 57 units for rent and 13 for sale; the other 39 vacant units included seasonal dwellings, units rented or sold but not yet occupied, and "other" units not inhabited.

Table IV-18 indicates vacancy characteristics in the City and County. Vacant for-rent and for-sale units constitute 5.7 percent of the City's housing stock, compared to 3.0 percent in the County and 3.5 in the State. The City's relatively high vacancy rate may be attributed to the fact that completed housing units in Sunrise Ranch were still vacant when the census was taken. The City's vacancy rate has increased since 1980, when only 28 units were available for rent or sale (3.2 percent). The State Department of Finance estimated the City's vacancy rate had dropped to 1.9 percent by 1985. The 1990 rate suggests a wider variety of housing choices, but is somewhat higher than the "optimal" rate of about 5 percent.

Table IV-18 also indicates the average duration of vacancy for rental and owner units in Gonzales and Monterey County. According to the 1990 Census, rental units tended to stay on the market much longer in Gonzales than in the County. Only 3 percent were rented within two months, compared to 53 percent for the County as a whole. Likewise, houses in Gonzales that were for sale at the time of the 1990 Census sold more slowly than homes countywide.

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<sup>4</sup> The City has disagreed with Census vacancy figures and has used a rate of 2.95% for planning purposes. Some of the vacant units identified by the Census may have been newly constructed but not finalised. As of 1/1/94, the Department of Finance reported a vacancy rate of 6.96 % in Gonzales.

**Table IV-16**  
**HOUSING UNIT PROFILE: GONZALES AND NEARBY JURISDICTIONS, 1990**

<b>Jurisdiction</b>	<b>Single Family Detached</b>	<b>Single Family Attached</b>	<b>Single Family as a Percent of all DUs</b>	<b>2-4 Plex</b>	<b>5+ Unit</b>	<b>Multi-Family as a Percent of all DUs</b>	<b>Mobile Homes/ Trailers</b>	<b>Other</b>	<b>Total</b>
Gonzales	784	55	68.7	134	214	28.5	26	9	1,222
Soledad	1,036	128	70.5	158	177	20.3	132	19	1,650
Salinas	17,082	2,842	57.6	3,239	9,808	37.7	1,257	349	34,577
Greenfield	1,336	104	74.8	155	238	20.4	68	25	1,926
COUNTY	69,768	11,019	66.6	10,886	21,744	26.9	6,317	1,490	121,224

Source: 1990 Census.

**Table IV-17**  
**HOUSING PROFILE UPDATE, 1992**

<b>Jurisdiction</b>	<b>Single Family Detached</b>	<b>Single Family Attached</b>	<b>2-4 Plex</b>	<b>5+ Unit</b>	<b>Mobile Homes &amp; Trailers</b>	<b>Total</b>	<b>% Growth Since 1990 Census</b>
Gonzales*	910	55	154	223	26	1,368	11.9
Soledad	1,105	129	162	226	153	1,775	7.6
Salinas	17,525	2,854	3,252	10,202	1,257	35,090	1.5
Greenfield	1,400	104	174	263	68	2,009	4.3
COUNTY	71,396	11,044	11,044	23,506	6,380	123,370	1.8

\* As of 1/1/94, the Department of Finance reported that Gonzales had 930 single family detached units, 55 single family attached units, 159 units in 2-4 unit buildings, 223 units in buildings with greater than five units, and 26 mobile homes and trailers. The total number of units (1,393) represents a 1.8 percent increase over 1/1/92.

Source: 1992 State Department of Finance.

**Table IV-18**  
**VACANCY CHARACTERISTICS, 1990**

	<b>Gonzales</b>	<b>% of Vacant Units</b>	<b>Monterey County</b>	<b>% of Vacant Units</b>
Total Vacant Units	109	100.0	8,259	100.0
For rent	57	52.3	2,220	26.9
For sale	13	11.9	1,282	15.5
Rented or sold, not yet occupied	4	3.7	752	9.1
Seasonal, recreational, occasional use	15	13.8	2,528	30.6
For migrant workers	0	0.0	177	2.1
Other	20	18.3	1,300	15.7
Vacant Units as a % of all Units	8.9		6.8	

<b>Duration of Vacancy</b>		<b>Gonzales</b>	<b>% of Units in Category</b>	<b>Monterey County</b>	<b>% of Units in Category</b>
Units for Rent	Less than 2 months	2	3.5	1,180	53.2
	2-6 months	45	78.9	797	35.9
	6 or more months	10	17.5	243	10.9
Units for Sale	Less than 2 months	1	7.7	336	26.2
	2-6 months	7	53.8	605	47.2
	6 or more months	5	38.5	341	26.6
All Other Vacant Units	Less than 2 months	17	43.6	2,504	52.6
	2-6 months	15	38.5	1,201	25.2
	6 or more months	7	17.9	1,052	22.1

Source: 1990 Census.

### 3. Housing Condition

There are a substantial number of units in Gonzales that may require rehabilitation. About 16 percent of the City's housing stock is more than 50 years old and a portion of these units may need to be replaced during the 1990s.

One of the key factors affecting the condition of housing is how old the housing stock is. As Table IV-19 indicates, about 28 percent of the City's housing stock was built during the 1980s. Another 15 percent was built during the 1970s. These units are the least likely to have structural problems. About 16 percent of the City's housing stock (193 units) pre-dates 1940. These units are the most likely to require rehabilitation.

A Housing Conditions survey done by the City in 1979 indicates that about 15 percent of the City's housing stock was substandard and 10 percent was suitable for rehabilitation. The Association of Monterey Bay Area Governments (AMBAG) further estimated that 14 percent of the City's housing stock was in need of repair in 1979. Indicators of housing condition from the 1990 Census are presented in Table IV-20. About 3 percent of the units lacked indoor plumbing and about 6 percent of the units lacked gas or electric heat. No further data on housing condition is available; the City should pursue CDBG or similar funding to update its 1979 survey.

#### **4. Housing Value**

Home prices increased 100 percent in Gonzales during the 1980s, to the point where an annual income of nearly \$50,000 is needed to buy the median-priced home. Rents increased even faster. A yearly income of about \$20,000 is needed to rent the median-priced rental unit without overpaying.

The 1990 Census reported that the median home value for Gonzales was \$123,700, an increase of 100 percent from the 1980 figure of \$61,700. While inflation was rapid, it was actually slower during the 1980s than it had been in the 1970s. Between 1970 and 1980, average home prices in the City rose 263 percent. Median rents grew at a faster rate than home prices, rising 150 percent during the 1980s (from \$191 to \$479). This was a bit slower than the 173 percent inflation that occurred during the 1970s.

Housing is less expensive in Gonzales than in the County as a whole. Table IV-21 shows the median house value and rent in Gonzales compared to Monterey County. The median home value in the City was 62 percent of the County median, and the median rent was 84 percent of the County median. Lower home prices in Gonzales are one reason the City grew so rapidly during the late 1980s and early 1990s. In 1992, brand new homes in Sunrise Ranch sold for \$151,000 to \$170,000, about half the price of comparable new homes on the Monterey Peninsula.

**Table IV-19**  
**AGE OF HOUSING, 1990**

Year Built	Number of Units	Percent of Total
1980-1989	347	28.4
1970-1979	182	14.9
1960-1969	194	15.9
1940-1959	306	25.0
Pre-1940	193	15.8
TOTAL	1,222	100.0

Assumption: No demolition between 1980 and 1990; 1980-1990 interval has been estimated by subtracting 1980 Census dwelling units from 1990 Census dwelling units.

Source: 1980 Census, 1990 Census.

**Table IV-20**  
**HEATING, COOLING AND PLUMBING, 1990**

	Units	Total
TOTAL OCCUPIED DWELLING UNITS, 1990	1,113	100.0
Without Utility Gas and Electric	63	5.7
Without Public Sewer or Septic Tank	31	2.7
Without Access to Public Water System	15	1.3

Source: 1990 Census.

**Table IV-21**  
**MEDIAN HOME VALUE AND RENT, 1990**

Home Value	Gonzales	Monterey County
25% quartile value	\$91,700	\$144,900
Median value	\$123,700	\$198,200
75% quartile value	\$148,500	\$297,900
CONTRACT RENT		
25% quartile rent	\$342	\$446
Median rent	\$479	\$566
75% quartile rent	\$581	\$709

Note: "25% quartile value" means that 25 percent of all homes in Gonzales have a value less than the stated amount. "75% quartile value" means that 75 percent of all homes in Gonzales have a value less than the stated amount.

Source: 1990 Census.

## **D. Housing Needs**

### **1. Population Projections**

AMBAG Projections. Regional housing projections are made by the Association of Monterey Bay Area Governments (AMBAG) based on data obtained from local jurisdictions in the region and the State of California. Regional population growth is projected based on a number of factors, including employment, birth rates, death rates, and migration trends. Part of the forecast process includes disaggregation, where the local jurisdictions submit project-specific development plans and local development policies to AMBAG. AMBAG uses this information to allocate projected growth around the region.

Table IV-22 shows projections for Gonzales and other Monterey County cities based on 1991 AMBAG figures. Annual growth rates are shown in Table IV-23. The table indicates that Gonzales will grow more slowly than other cities in the Salinas Valley through the year 2000 and at about the same rate from 2000 to 2015. The table indicates a temporary decline in County population as a result of the Fort Ord closure, rebounding during the late 1990s to two more decades of moderate growth.

A year 2015 projection of 6,750 is given for Gonzales, an increase of about 2,100 residents during a 25-year period.<sup>5</sup> The projections indicate a slower rate of growth than what has been experienced since 1980. Gonzales gained more than 2,600 residents during 1980-1993 alone, and the new housing developments east of Highway 101 have been very successful. The projected slowdown in the growth rate reflects the lack of vacant, residentially zoned land in the City rather than the absence of market demand. For instance, Soledad, just nine miles south, is projected to grow from 7,000 people to nearly 17,000 people during the same period (excluding a 6,000+ person gain from annexation of the correctional institution).<sup>6</sup> Greenfield and King City are each shown as gaining about 4,000 people. Salinas, the main driver of Gonzales' housing market, is shown as gaining nearly 85,000 new residents during the period. It is very unlikely that such levels of growth would be sustained without great pressure for "spinoff" development in Gonzales.

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<sup>5</sup> Since the time of this analysis, AMBAG has revised Gonzales' projected population upwards to 8,500 persons by the year 2015. The City's fair share (affordable housing) allocation has not yet been changed but is also likely to increase in the future.

<sup>6</sup> Source: AMBAG, 1992. AMBAG projections may differ from those generated by the City of Soledad.

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**Table IV-22  
POPULATION FORECASTS FOR SELECTED  
MONTEREY COUNTY CITIES**

Jurisdiction	(Actual)	Projected				
	1990	1995	2000	2005	2010	2015
Gonzales	4,660	5,500	5,950	6,270	6,510	6,750
Soledad	7,146	18,290	20,380	21,300	22,200	23,400
Salinas	108,777	123,800	144,300	160,000	175,000	192,000
Greenfield	7,464	9,320	10,540	10,900	11,300	11,620
King City	7,634	9,320	10,190	10,730	11,140	11,840
Seaside	38,901	28,940	41,586	46,479	51,949	58,062
Marina	26,436	11,660	28,700	30,540	31,330	32,120
Monterey	31,954	26,830	34,000	34,700	35,300	36,000
COUNTY TOTAL	355,662	351,556	425,086	458,019	484,639	514,352

Source: AMBAG, 1992.

**Table IV-23  
RATE OF ANNUAL POPULATION CHANGE PROJECTED FOR  
SELECTED MONTEREY COUNTY CITIES**

Jurisdiction	1990- 1995	1995- 2000	2000- 2005	2005- 2010	2010- 2015
Gonzales	3.3	1.6	1.1	0.8	0.7
Soledad	20.7	2.2	0.9	0.8	1.1
Salinas	2.6	3.1	2.1	1.8	1.8
Greenfield	4.7	2.5	0.7	0.7	0.6
King City	4.1	1.8	1.1	0.8	1.3
Seaside	-4.8	7.5	2.3	2.3	2.2
Marina	-10.2	19.7	1.3	0.5	0.5
Monterey	-3.0	4.8	0.4	0.3	0.4
COUNTY TOTAL	-0.2	2.3	1.1	0.3	0.3

Note: Tables IV-22 and IV-23 were prepared in 1993 and do not reflect revisions made by AMBAG in May, 1994 which increased the projected growth rate in Gonzales.

Source: AMBAG, 1992.

Other Possibilities. In addition to the AMBAG scenario, there are several other ways in which the City might grow in the future. One possibility would be for the growth rate of the 1980s to be sustained for the next 20 years. If this occurred, Gonzales would have 7,500 residents by the year 2000, and 12,000 by 2010. This is comparable to the growth rate AMBAG has forecast for Soledad for the same period. Another possibility would be for the growth rate to increase, resulting in even higher populations in 2000 and 2010.

Based on the responses to a 1992 General Plan Community Needs Assessment Survey, Gonzales residents would probably not favor such rapid growth. The General Plan Citizens Advisory Committee has indicated that "optimal" City population would be about 10,000.

As of January 1, 1994, the City had a population of 5,781 in 1,393 dwelling units (*State Department of Finance*). California Breeze Phase I, already under construction, will add 72 more units. Phases II and III will add another 245 units. At 4.2 persons per household, the three-phase project will add 1,331 new residents, bringing the population to 7,112. Another project has been proposed on the 61-acre Anderson Ranch north of Sunrise Ranch. The preliminary site plan shows 243 units. At 4.2 persons per household, the project would add 1,021 residents, bringing the population to 8,133. If both projects were fully developed by the year 2000, Gonzales' ten year growth rate would be 74 percent, which is slightly higher than the growth rate of the 1980s.

Beyond the year 2000, additional residential development could occur on other vacant lands designated for residential use in the new General Plan. The Land Use Diagram designates large areas east of Highway 101 for additional housing. Buildout capacity under the plan is estimated to be between 11,000 and 12,000 residents. Whether or not this capacity is reached by the year 2015 depends on a number of factors, including the availability of infrastructure, the success of California Breeze, economic growth, and real estate market conditions.

Because of California Breeze and the Anderson Ranch proposal, AMBAG revised its population forecasts for Gonzales upward in 1994. However, these projections still do not take into consideration all of the land designated for residential use in the General Plan. AMBAG's projections will probably need to be revised still further upward during its next round of forecasts.

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## 2. Estimated "Fair Share" Needs

Section 65583 (a)(1) of the State Government Code requires the Housing Element to identify the City's share of the regional housing need as determined by the regional Council of Governments. AMBAG's Regional Housing Needs Plan, updated every five years, attempts to equitably allocate the responsibility for housing the region's lower income households. In theory, the process avoids concentrating lower income groups in particular parts of the region.

The current Regional Housing Needs Plan was prepared in 1989 and was adopted in June 1990. The Plan was revised in November 1990 to incorporate a request from the City of Gonzales to increase the housing needs numbers for moderate and above moderate income housing units in Gonzales. The Plan set targets for a period ending July 1, 1996. However, recognizing the difficulty local governments were having in reaching their fair share housing targets due to statewide economic conditions, the State granted cities and counties two two-year extensions to reach their goals. Gonzales now has until July 1, 2000 to produce its fair share of regional housing needs.

Table IV-24 reflects the City's current regional share allocation. The table indicates a need for 554 units between January 1, 1989 and July 1, 2000. The unit composition includes 116 units for very low income households, 108 units for low income households, 132 units for moderate income households, and 198 units for above moderate income households.

Table IV-25 illustrates the City's progress towards meeting these targets between January 1, 1989 and December 31, 1993. This time period represents about one-third of the 11-year period covered by the AMBAG projections. There were 240 units constructed, including 171 single family detached units and 69 units in duplex, triplex, or fourplex buildings. This represents 43 percent of the total housing target for the January 1, 1989 to July 1, 2000 period.

Table IV-25 also estimates the proportion of completed units that were affordable to very low, low, moderate, and above moderate income households. About 40 percent of the new construction was affordable to low or very low income households, including the duplexes, triplexes, and fourplexes (which are all rentals) and 30 single family units built by CHISPA in Sunrise Ranch and Arroyo Estates. The balance of the single family homes were market rate and were affordable to above moderate income households and large moderate income households only.

**Table IV-24**  
**AMBAG REGIONAL SHARE ALLOCATION FOR GONZALES:**  
**1/1/89 - 7/1/2000 (New Construction Need in Units)**

Household Income Group	New Construction Need
Very Low Income	116
Low Income	108
Moderate Income	132
Above Moderate Income	198
<b>TOTAL</b>	<b>554</b>

*Source: Association of Monterey Bay Area Governments, 1990.*

**Table IV-25**  
**HOUSING CONSTRUCTION BY TYPE: 1/1/89 - 12/31/93**

Year	Single Family	Duplex, Triplex, Fourplex	TOTAL
1989	17	44	61
1990	41	14	55
1991	93	6	99
1992	10	2	12
1993	10	3	13
<b>TOTAL</b>	<b>171</b>	<b>69</b>	<b>240</b>

*Source: City of Gonzales, 1994.*

**Table IV-26**  
**HOUSING CONSTRUCTION BY INCOME CATEGORY: 1/1/89 - 12/31/93**  
**AND BALANCE NEEDED FOR 1/1/94 - 7/1/2000**

*Housing Units Added: January 1, 1989 through December 31, 1993*  
*(see assumptions)*

Year	Very Low Income	Low Income	Moderate Income	Above Moderate Income	TOTAL
1989		44	3	14	61
1990	10	18	5	22	55
1991	11	11	15	62	99
1992		2	2	8	12
1993		3	2	8	13
<b>TOTAL</b>	<b>21</b>	<b>78</b>	<b>27</b>	<b>114</b>	<b>240</b>
Percent of AMBAG target for 1989-2000	18	72	20	58	—

*Source: City of Gonzales, 1994; Brady and Associates, 1994.*

**Housing Units Needed to meet AMBAG Fair Share target:**  
**January 1, 1994 - July 1, 2000\***

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
AMBAG allocation, 1989-2000	116	108	132	198	554
Amount Added, 1989-1993	(21)	(78)	(27)	(114)	(240)
<b>Amount Needed 1994-2000</b>	<b>95</b>	<b>30</b>	<b>105</b>	<b>84</b>	<b>314</b>

Table IV-26 Assumptions: The allocation of 1989-1993 units to each income category is based on the following assumptions: (1) All duplex, triplex, and fourplex units have been allocated to the "low" income bracket. These units are all rentals and charge monthly rents in the range of \$550-\$750. "Affordable" rent for a low income household in Gonzales is estimated to be \$425-\$700. Very low income households could not afford to rent one of the new units without spending more than 30 percent of their income on housing. (2) The 171 single family units have been allocated to each income category as follows: (a) 141 units were market rate units and had sales prices generally ranging from \$120,000 to \$170,000. 20 percent of these units (those selling for under \$125,000) are presumed to have been affordable to moderate income households; the other 80 percent are presumed to have been affordable to above moderate income households. (b) 30 units were built by CHISPA and were specifically targeted to 9 low income and 21 very low income households. Half of these units are presumed to have been completed in 1990, with the other half completed in 1991.

Based on its housing performance between 1989 and 1993, the City appears well on its way to meeting its targets for low income and above moderate income housing. About 72 percent of the low income target and 58 percent of the above moderate target had been met by December 31, 1993. By contrast, the City is falling short of its very low income and moderate income housing targets. Only about 20 percent of the respective targets had been met by December 31, 1993.

Subtracting out units built between January 1, 1989 and December 31, 1993, the City needs to construct 95 very low income, 30 low income, 105 moderate income, and 84 above moderate income units to meet its regional fair share targets. It is unlikely that the very low and moderate targets will be reached by July 1, 1998, although the targets might be reached by July 1, 2000. Only 25 units were added to the City's housing stock in 1992 and 1993, about one sixth of what was built during the two years prior.

The following paragraphs describe the prospects for meeting housing targets in each income category during the balance of the planning period:

<input type="checkbox"/>	<u>Above-Moderate Income Needs</u>	<u>84 units</u>
	<i>Income (family of four)</i>	<i>Above \$47,900</i>
	<i>Monthly "affordable" housing cost:</i>	<i>\$1,200 and up</i>
	<i>Price of an "affordable" home:</i>	<i>\$150,000 and up</i>
	<i>Amount of "affordable" rent:</i>	<i>\$1,100 and up</i>

**Prospects.** The City should come close to meeting its above moderate targets through the construction of California Breeze Phase I. Phase I contains 72 units, including about 65 market rate units. An additional 245 units are planned in Phases II and III, including about 220 market rate units. Phase II should be completed and Phase III should be under construction, with units available for sale, before July 1, 1998.

<input type="checkbox"/>	<u>Moderate Income Needs</u>	<u>105 units</u>
	<i>Income (family of four)</i>	<i>Around \$39,900</i>
	<i>Monthly "affordable" housing cost:</i>	<i>About \$1,000</i>
	<i>Price of an "affordable" home:</i>	<i>About \$125,000</i>
	<i>Amount of "affordable" rent:</i>	<i>About \$900</i>

**Prospects.** Production of moderate income housing has been slow during the last few years but may improve as additional land is zoned for residential development in accordance with the new General Plan. Currently, most moderate income households seeking home ownership rely on the resale market, where average sales prices are \$30,000 to \$40,000 below new construction. Sales personnel at California Breeze

indicated that new homes would range in price from \$134,000 to \$169,000. Consequently, some moderate income households will qualify for market rate homes in California Breeze. New moderate income housing could be built along Fanoë Road opposite the south end of Arroyo Estates, and on the remaining infill lots in the City.

Additional opportunities for moderate income households would be desirable, either by expanding the inclusionary requirement for single family housing developments to include some moderate (as well as low) income housing, or by creating opportunities for townhouses, smaller single family lots, and manufactured housing.

<input type="checkbox"/>	<u>Low Income Needs</u>	<u>30 units</u>
	<i>Income (family of four)</i>	<i>Around \$31,900</i>
	<i>Monthly "affordable" housing cost:</i>	<i>About \$800</i>
	<i>Price of an "affordable" home:</i>	<i>About \$97,500</i>
	<i>Amount of "affordable" rent:</i>	<i>About \$700</i>

**Prospects.** Ownership opportunities for 32 low income households should be created in California Breeze through the City's inclusionary policy. In addition, an opportunity to build medium density rental units will be created on vacant land along Fanoë Road opposite the south end of Arroyo Estates.

Despite these provisions, some of the City's lower income housing need will go unmet without additional action. Some low income households may not be ready for home ownership and may seek rental housing. Other low income households may not be able to qualify for the inclusionary units, while others consist of one or two persons and therefore may not need an entire single family home. Some low income households may be competing with moderate income households for the same units but may be less able to qualify due to bad credit, employment history, or other factors.

Housing affordable to low income households usually consists of condominiums, manufactured housing, mobile homes, self-help owner-built units, large rental apartments and duplexes, and small single family rental houses. The City has designated land in its future land use plan for these uses, but there are no active proposals from private or nonprofit developers to build these types of units. Development incentives, zoning changes, and financial assistance may be needed to encourage new construction.

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<input type="checkbox"/>	<b><u>Very Low Income Needs</u></b>	<b><u>95 units</u></b>
	<i>Income (family of four)</i>	<i>Below \$19,950</i>
	<i>Monthly "affordable" housing cost:</i>	<i>\$500 or less</i>
	<i>Price of an "affordable" home:</i>	<i>\$55,000 or lower</i>
	<i>Amount of "affordable" rent:</i>	<i>About \$425</i>

**Prospects.** Housing affordable to very low income households usually consists of mobile homes, rental duplexes and apartments, boarding houses, and single room occupancy units. With public assistance such as Section 8 vouchers, small rental houses may also be affordable. Public assistance can also create ownership opportunities for very low income households, usually through manufactured housing or condominium development. Although land exists to construct housing for very low income households, such development is unlikely to happen without local, state, and federal action. At the local level, the City can create incentives for very low income development, such as density bonuses and fee reductions. The City can also reduce some of the governmental constraints to such development, including restrictions on manufactured housing and second units. Once these measures are taken, the ability to meet this target will depend on the availability of State and Federal financial assistance.

### **3. Additional Provisions for Special Needs Populations**

The "Community Profile" Section noted two especially significant local housing problems that should be addressed in Gonzales' five-year targets. One is household overcrowding and the other is the frequent incidence of childhood poverty in single parent households.

The problem of overcrowding can be addressed by the construction of larger units, particularly rental units with three, four, and five bedrooms. The City might consider an ordinance requiring developments exceeding a certain size to include at least 25 or 30 percent large units. Another approach would be to offer low interest loans (through CDBG or an equivalent State program) to overcrowded households seeking to add bedrooms to their existing dwellings. Due to the severity of the problem, first priority should be to alleviate rental overcrowding, and second priority to alleviate overcrowding in owner-occupied households.

The solution to the second problem will require more than just affordable housing. The high incidence of poverty in local single parent households is indicative of a need for increased social services, day care, health care assistance, and adult job training, as well as housing assistance. New affordable housing units which offer access to these services are needed. A

number of State and Federal housing programs provide low interest construction loans and/or mortgage insurance to address this need. The City should work with local nonprofit developers and the County Housing Authority to determine how such housing can be accommodated within Gonzales.

Other significant needs noted in the Community Profile relate to senior citizens, disabled persons, and farmworker households. A number of steps should be taken to make housing for these groups possible, including provisions for second units (subject to certain conditions) and encouragement of new rental housing on the second floors of commercial buildings in the downtown "mixed use" area.

#### **4. Protection of "At Risk" Units**

State Government Code 65583(a)(8) requires each Housing Element to assess the potential impact of expiring public subsidies on low income units. Thousands of publicly assisted units throughout California are eligible to change from low income housing to market rate housing during the next decade due to termination of subsidy contracts, mortgage prepayment, or expirations on use restrictions.

The California Rural Housing Cooperative indicated that there were no "at risk" units in Gonzales. The Monterey County Housing Authority was contacted to determine the status of the Gabilan Court public housing units and the Casa de Oro elderly housing project. Neither project was reported to be at risk. The "inclusionary" units in Arroyo Estates and Sunrise Ranch have interest capture provisions which provide a strong disincentive to their resale at market rates. The provisions require the owner to pay back the interest subsidy if the house is sold at market rates before the mortgage is paid off.

#### **5. Energy Conservation**

The average California family spent over \$500 on home energy costs during 1990. One way to make housing more affordable is to reduce these costs. In this regard, Gonzales participates in a number of programs which encourage greater efficiency in gas, electric, and water use. The City Building Department presently enforces California Energy Commission Title 24 requirements for wall and ceiling insulation, thermal mass, and window to floor area ratios (to reduce heat loss). New homes within Gonzales must comply with these requirements.

Gonzales presently supports and encourages participation in PG&E energy efficiency programs, including energy audits and weatherization. While energy

efficient appliances are not mandatory in new construction, the City supports and encourages their use.

Gonzales is also promoting energy conservation through its land use and transportation policies. The City's new General Plan recommends balanced job and housing growth to reduce commuting and encourage local self-sufficiency. The Plan promotes mixed commercial and residential development in the central business district to reduce the need for automobile use and encourage pedestrian circulation.

A number of additional measures can be considered by Gonzales to promote energy conservation. These include: (1) development of site planning standards which encourage solar access and efficient use of energy, including landscaping requirements, and street width variations; and (2) a requirement that homes be retrofitted for energy conservation at the time they are sold or vacated.

#### **6. Production Targets for Rehabilitation, Conservation, Energy Retrofitting and "Special Needs" Housing**

Rehabilitation. The Housing Conditions analysis in the previous chapter estimated that about 10 percent of the 1979 housing stock--or about 90 units--were suitable for rehabilitation. Due to financial constraints, it would be impossible to rehabilitate all of these units by 2000. A target of 25 rental units and 25 owner-occupied units has been set, provided that a funding source becomes available. About half of these units are presumed occupied by low and very low income households, based on the existing income distribution in Gonzales.

Conservation. There are currently 40 Section 8 recipients in Gonzales. The City's conservation target is that there be no net loss of Section 8 vouchers and certificates and that the existing Monterey County Housing Authority projects remain affordable.

Energy Retrofitting. Estimates of the number of homes that would benefit from energy retrofitting are not available. A year 2000 target of 10 homes has been set, but more homes may participate in retrofitting programs should funds become available. The goal in these homes should be a 50 percent reduction in home energy use. As the quantified objectives indicate, the beneficiaries of these programs should be lower income households.

Seniors and Disabled. The Community Profile chapter identified 29 senior citizens living below the poverty level and 56 residents with mobility and self-care limitations. The supply of affordable housing for this population is very

limited. A production target of 15 new very low income units has been set for this population.

Large Lower-Income Families. The Community Profile chapter identified 133 severely crowded rental units and 28 severely crowded owner-occupied units in Gonzales. The number of these units that house lower-income families is not known, but such families probably occupy a majority of these units. A target of 35 new housing units for large, low and very low income families has been set to alleviate overcrowding. These units should be scattered within market-rate family housing developments, both for owners and for renters.

Farmworkers. There are no accurate estimates of the number of farmworkers in Gonzales. The Community Profile indicated that more than 673 Gonzales residents were employed in agriculture in 1990 but only a percentage of these workers are field laborers. Housing specifically dedicated for farmworkers in Gonzales currently includes a labor camp and a boarding house. An additional 10 very low income units have been set as a 2000 housing target. This can be accommodated in a number of ways, including new boarding houses or transient hotels, new labor camps, creation of second units, or conversion of underutilized space above downtown stores.

Single Parent Households. The Community Profile identified 165 single parent households with children present, including 125 single mothers. A majority of the single-mother households are below the poverty level. A year 2000 target of 10 new housing units for low and very low-income single-parent families has been set, although additional units should be provided if funding becomes available. Housing for single-parent families should include on-site day care and could be mixed with housing for large families if desired.

## **E. Housing Opportunities**

### **1. Introduction**

State law requires each local Housing Element to include an inventory of land suitable for new housing units. Government Code 65583 (a)(3) states that the Element must contain: *"An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites."* The purpose of this requirement is to compare the City's development capacity with the new construction need by income level. This section of the Housing Element fulfills this requirement. It also identifies opportunities for specific types of housing within Gonzales, including "in-law" units, mobile homes and manufactured housing, emergency shelters, and high density housing.

There are five types of potential housing sites in Gonzales. First, "infill" sites, or vacant residential lots, are located within the existing developed part of the City. Such sites already have water and sewer services and tend to be individual City lots that have been bypassed by development. Second are vacant, residentially zoned sites within the City limits but without infrastructure. There is only one site in Gonzales in this category and it is undergoing development as a single-family residential subdivision (California Breeze, Phase I). Third are vacant sites which are outside the City limits and zoned for agriculture but which are shown as "residential" in the City's General Plan. Such sites lack infrastructure and require annexation, rezoning, and utility extensions before they can be developed. This category constitutes most of Gonzales' residential development potential.

Fourth are redevelopment sites in a 17-acre downtown "Mixed Use" District established created by the General Plan. Although most of the sites in this district are already developed, some include parking lots or open storage areas which could potentially support housing. Other sites in the district may contain abandoned or obsolete buildings, while others contain buildings with vacant second floors.

Fifth are non-residentially zoned vacant sites which might be rezoned for housing or which currently allow housing as a conditional use. This would include vacant commercial areas and, to a limited extent, vacant industrial areas with the potential to be rezoned.

The five types of sites are profiled below, following a discussion of the City's overall holding capacity.

## 2. Available Sites

Summary of Land Inventory. The Gonzales General Plan designates sufficient land to accommodate 1,179 new single-family units and 299 new multi-family units. An additional 102 multi-family units are projected in a proposed Mixed Use district to be established in downtown Gonzales. Table IV-27 shows the potential for new housing in various categories of vacant or underutilized land.

Vacant residential land consists primarily of large agricultural parcels east of Highway 101 that are designated for housing in the new General Plan. Such parcels constitute 99 percent of the single-family land supply and more than 70 percent of the multi-family land supply. Excluding redevelopment potential in the downtown area, only about 8 percent of the City's total housing potential lies within the existing City limits, indicating that annexation and rezoning will be necessary to meet the AMBAG housing targets. First priority for annexation should be given to areas contiguous to the existing City limits, where services can be most easily provided and impacts on agricultural operations can be minimized.

### Residential Infill Opportunities.

- ☐ *Single-family lots.* The Single-family zoning district is intended primarily for single-family homes. Duplexes, family day care homes, schools, parks, home occupations, churches, libraries, and clinics are permitted with a conditional use permit, and multi-family units (including condominiums) are permitted as conditional uses on contiguous single-family lots in common ownership, provided certain site criteria are met. Building height is limited to 2.5 stories and the minimum lot size is 6,000 square feet. Homes in the Single-family district are also subject to front, side, and rear yard setback requirements, as well as off-street parking requirements.

There are only three vacant lots west of Highway 101 with the Single-family designation, with a development potential of three units. A fourth lot (on Day Street) will be redesignated for single-family use when the zoning map is updated. Based on land and construction costs, housing on these lots is expected to be affordable to moderate and above moderate income households.

- ☐ *Multi-family lots.* The Multi-family zoning district currently allows multiple family dwellings, hotels, clubs, lodges, and mobile home parks, as well as all uses permitted in single-family districts. Any development in a Multi

**Table IV-27**  
**AVAILABILITY OF HOUSING SITES, 1994-1998**

Type/Location	Acreage	Potential New Units
<b>Single-family Infill Sites</b>		
231 Eighth St.	0.16	1
801 Day St.	0.16	1
306 Day St.	0.49	2
219 Sixth St.	<u>0.16</u>	<u>1</u>
<b>TOTAL</b>	<b>0.97</b>	<b>5</b>
<b>Multi-family Infill Sites</b>		
123 Seventh St.	0.16	3
722 Belden St.	0.13	2
935 Belden St.	<u>0.21</u>	<u>4</u>
<b>TOTAL</b>	<b>0.50</b>	<b>9</b>
<b>Approved Single-family Residential Subdivisions</b>		
California Breeze I (under construction)	25.30	72
California Breeze II	30.57	131
California Breeze III	<u>28.56</u>	<u>114</u>
<b>TOTAL</b>	<b>84.43</b>	<b>317</b>
<b>Other land planned for Low Density Residential in General Plan</b>		
<b>TOTAL</b>	<b>173</b>	<b>857</b>
<b>Land planned for Medium Density Residential in the General Plan</b>		
Fanoie/ Fifth Street site (adjacent to urban services)	4	35
Anderson Ranch site (not adjacent to urban services)	3	28
Other sites shown in General Plan (not adjacent to services)	<u>9</u>	<u>87</u>
<b>TOTAL</b>	<b>16</b>	<b>150</b>
<b>Land planned for High Density Residential in the General Plan</b>		
<b>TOTAL</b>	<b>8</b>	<b>140</b>
<b>Mixed Use/ Downtown Housing Potential</b>		
<b>TOTAL</b>	<b>17</b>	<b>102</b>
<b>GRAND TOTAL: POTENTIAL NEW UNITS</b>	<b>300</b>	<b>1,580</b>

Note: Development potential for Multi-family infill lots is based on current allowable zoning densities; this potential may be reduced as a result of zoning ordinance revisions. Development potential on land "planned for Low Density Residential" is based on 6,000 SF lots and a 25% allowance for streets; development on land "planned for Medium Density Residential" is based on 3,600 SF land area per unit and 20% allowance for streets; development on land "planned for High Density Residential" is based on 2,000 SF land area per unit, 20% allowance for streets. Mixed Use dev. potential based on figures in the Land Use Element (Table II-2, p. II-18). Only a small portion of the Mixed Use potential is likely to be realized by 2000.

Source: Brady and Associates, 1994.

-family district requires a conditional use permit. Projects in Multi-family districts are also subject to specific standards for parking (1.5 to 2 spaces per unit), useable open space (300 square feet per unit), height (two stories or 35 feet), and trash collection areas. Under *current* zoning regulations, at least 2,000 square feet of lot area must exist for each dwelling unit, creating a maximum allowable density of 21 units per acre (The corresponding figures for condominiums are 3,000 square feet and 14 units per acre.)

There are only four vacant multi-family zoned parcels in the City, large enough to support a duplex, triplex, fourplex, and five-plex respectively. The largest lot, located on Day Street, is designated for low-density use by this plan and will be rezoned for single-family housing when the zoning map is updated (it is shown as a "Single-family Infill Site" in Table IV-27). The other lots do not appear to be for sale and in most cases appear to be used as lawn or garden areas for the adjoining properties.

Adoption of the General Plan and subsequent revisions to the City's zoning map and ordinance (discussed in the following chapter) could reduce the development potential of these four parcels. To ensure consistency with the new Plan, the required lot area per unit in the Medium Density Multi-family zone will be changed from 2,000 square feet to 3,600 square feet. Development potential on the vacant sites could be reduced as a result.

Based on recent development on comparable sites in Gonzales, development of these sites is expected to consist of rental units affordable to lower-income households. A 1994 telephone survey of new duplexes and fourplexes in Gonzales found that rents ranged from \$580-\$650 for a 2-bedroom unit, and from \$670-\$750 for a three-bedroom unit. This is within the range of lower-income housing affordability defined by AMBAG.

#### Large, Residentially Zoned Sites in the City Limits.

- ☐ *Single-family district.* There is only one large residentially zoned site in Gonzales and it is presently being developed with 72 single-family homes. About 10 percent of the lots will be set aside for lower income households. The balance of the housing is market rate, with prices affordable to above moderate income and some moderate income households.
- ☐ *Multi-family district.* Although there are no large, vacant Multi-family zoned sites within the City limits at this time, the General Plan

reclassifies part of a 5-acre site at Fifth and Fanoe Roads from Light Industry to Medium Density Residential. Based on the maximum density allowed by zoning, the theoretical capacity of the site is about 35 units.<sup>7</sup> Based on comparable development in Gonzales, the units would be affordable to moderate income households if developed for owner-occupancy or for lower income households if developed as rentals.

#### Residential Sites Outside the City Limits.

- *Single-family Residential.* Phases II and III of California Breeze include 245 single-family residential units. Annexation of Phase II is underway, indicating construction will probably be completed by the end of 1996. At least 25 of the units in Phases II and III will be reserved for lower income households. The other 220 units would be affordable to above moderate income households and some moderate income households.

The 1996 Gonzales General Plan designates a 58-acre area north of Sunrise Ranch and a 115-acre area south of California Breeze as "Low Density" Residential. Both areas would likely be zoned for single-family homes after they are annexed to the City; however, consistent with LAFCO policies, neither area is likely to be annexed until a specific project is proposed. Based on a preliminary subdivision map for the 58-acre area, 231 units are projected here. On the 115-acre area, assuming 25 percent of the land is used for streets and the balance is developed with 6,000 square foot lots, another 626 units could be built. Pursuant to the City's inclusionary housing policy, at least 86 of the homes on these two sites would be reserved for lower income households. However, development of these areas is unlikely by mid-1998 due to infrastructure and public service limitations, and General Plan policies which encourage a more moderate rate of growth.

It is possible that the percentage of single-family units in new development areas affordable to lower income households could actually exceed 10 percent. For instance, some of the area south of California Breeze could be developed with manufactured housing on single-family lots. Some of the single-family units might be designed to accommodate rental in-law apartments. Policies in this Element encourage such measures as a way of increasing the City's affordable housing supply while maintaining its single-family residential character.

- *Multiple Family Residential.* The new land use plan designates three areas presently outside the City limits for multi-family residential development.

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<sup>7</sup> Based on 3,600 square feet of land area per unit, with a 20 percent allowance for streets and easements.

A 9-acre site has been designated for "Medium Density Residential" development and an 8-acre site has been designated for "High Density Residential" development. Both sites are located on the east side of Highway 101 near the South Alta interchange. The 9-acre site could accommodate just under 90 units; the 8-acre site could accommodate 140 units. An additional three acres of Medium Density Residential with the potential for 28 units, has been added to the north of Sunrise Ranch.

Based on the definition of these land use categories, the sites would probably be developed with townhouses, garden apartments, condominiums, patio homes, or mobile/manufactured homes. Most of these units would be affordable to low or moderate income households. Development of the three-acre area north of Sunrise Ranch is unlikely by 2000, although annexation and rezoning may be underway by that time. The two sites located near the south edge of the Planning Area are not likely to be available for development until after 2000. Their development would require circulation and public utility improvements that are unlikely to occur until California Breeze is completely developed. One possibility would be to apply for grant or low-interest loan money to extend utilities to these sites so that their development with more affordable units could occur during the 2000-2005 period.

Redevelopment Sites. The General Plan creates an 18-acre Mixed Use district extending 10 blocks along Alta Street between C Street and Eighth Street. The District encompasses the City's downtown area and the established commercial "strip" along Old US Highway 101. While much of the District includes active businesses, there are several parcels which contain storage lots, parking, vacant buildings, and buildings with vacant upper floors. The intent of the Mixed Use district is to encourage redevelopment of underutilized sites and adaptive re-use of older commercial buildings, many of which have historic merit. The goal is to maintain downtown as an attractive vital center, with an orientation towards pedestrians rather than cars and a range of land uses including multi-family housing.

"Vertical" mixing of land uses is encouraged in the Mixed Use district, with residential uses developed on the upper floors of new and existing commercial buildings. The General Plan estimates that up to 102 new residential units could be created in the district. This estimate assumes that about half of the parcels in the district are redeveloped or reused with ground floor commercial uses, and that half of the redevelopment projects include second floor residential uses. It is likely that only a fraction of this potential will be realized by 2000. Addition of housing by that time is probably limited to parcels that are now for sale or that contain vacant space. Several existing commercial buildings near the Fourth and Alta intersection contain vacant

upper floors that could be reused for housing. In fact, an application for 5 rental units on the second floor of a building on Fourth Street was recently approved.

Units in the Mixed Use district would generally be rental apartments and would be affordable to lower income households. Some units might be specifically earmarked for senior or disabled households. Programs in this Housing Element encourage the City to become actively involved in making this kind of development happen within the Mixed Use district.

Elsewhere in Gonzales, new housing might be created through redevelopment or more intense development of parcels with single-family homes in the Multi-family district. Although many of the lots zoned Multi-family can accommodate two or three units, some are developed with single-family homes only. These lots may have the potential for rental in-law apartments above garages, on upper floors or basements, or in detached rear yard cottages. Such apartments would provide a housing resource for seniors and small households. A few of the Multi-family lots contain substandard single-family homes which could be demolished and replaced with duplexes or single-family homes with in-law units.

The 1986 Housing Element indicated a potential for 37 new units on already developed sites in the City. This was probably based on the assumption that Multi-family zoned lots developed with single-family homes could be redeveloped with two or three units each. Although a parcel by parcel survey of Multi-family lots was beyond the scope of the 1991-2000 Housing Element, an action program is included in this Element to update this figure.

Although the General Plan increases the potential for redevelopment on a citywide level, it reduces this potential in some areas. About four City blocks currently developed with single-family homes will be reclassified from "Medium Density Residential" to "Low Density Residential." Subsequent zoning amendments would change these blocks from Multi-family districts to Single-family districts, making their redevelopment with apartments infeasible. This is intended as a housing conservation measure, since most of the existing homes on these blocks are older, relatively affordable bungalows. Several are occupied by senior citizens.

Housing Development on Commercial and Industrial Sites. The Gonzales zoning ordinance presently distinguishes between Highway Commercial and General Commercial districts. Residential uses, including apartments, are permitted in the General Commercial district with a conditional use permit but are not permitted in the Highway Commercial district. The latter district is intended for highway-serving uses, such as gas stations and motels, and has

traditionally been applied to freeway interchange sites. The General Commercial district is intended for retail and service businesses and applies to numerous properties in the downtown and Alta Street corridors.

Revisions to the zoning code are likely to prohibit residential uses in commercial zones; however, in tandem with this change, most of the General Commercial land in Gonzales will be rezoned for mixed use development. Residential uses will be encouraged in this zone when they are incorporated as part of a commercial project.

Although no vacant commercial parcels were specifically identified as housing sites in this Element, some commercial parcels were redeveloped with housing during the 1980s. This type of development is likely to continue during the mid and late 1990s as the Mixed Use district is put in place. The Action programs in this Housing Element include a parcel-by-parcel inventory of underutilized sites in the Mixed Use district that might be suitable for mixed residential and commercial projects.

The City's two manufacturing zoning districts -- Manufacturing and Light Manufacturing -- do not permit residential uses unless they are specifically related to an industry and can be shown as necessary and desirable for the industry (i.e., caretaker or security guard's house). Even in this case, a conditional use permit is required. No residential development has occurred within either manufacturing zone during recent years. However, the proposed expansion of the industrial area west of Alta Street could create some new opportunities. One option might be to allow farmworker or other seasonal housing associated with the packing sheds or processing facilities within the manufacturing zones.

The General Plan reclassifies 3.6 acres of a 5-acre site at Fanoe Road and Fifth Street from Light Industrial to Medium Density Residential. As a result, the site will be rezoned to allow its development with multi-family housing. No additional manufacturing sites were identified as suitable for residential use in the General Plan update. However, the industrial land supply will increase significantly as a result of the new General Plan, with 193 acres of vacant land designated for industry. About 70 acres of this total are located east of Highway 101 adjacent to the South Alta interchange. Depending on market conditions in Gonzales, this area might be reconsidered for residential use during the next General Plan Update. For the time being, it is not considered to be a potential housing site.

### **3. Impact of Proposed Policy and Regulatory Changes**

The previous Gonzales General Plan included two land use designations for residential areas: Low Density (1-7 units per acre) and Medium Density (8-21 units per acre). The new General Plan creates three residential designations: (1) Low Density (1-7 units per acre); (2) Medium Density (8-12 units per acre); and High Density (13-24 units per acre). The new designations should encourage a greater variety of housing types within the City and are intended to promote multi-family housing that is compatible with the small town character of Gonzales.

Following adoption of the new Plan, the City will begin a zoning ordinance and map revision to ensure consistency with the new Plan. The existing Multi-family zoning district will be redefined to allow densities up to 12 units per acre and a new High Density Multi-family district will allow densities up to 24 units per acre. Areas designated "Medium Density Residential" in the Land Use Diagram will be zoned with the former category while areas designated "High Density Residential" will be zoned with the latter.

The new Medium Density zoning designation would accommodate single-family units, duplexes, triplexes, and fourplexes, as well as mobile and manufactured home projects, townhomes, patio homes, and some existing apartment complexes. Based on the Land Use Diagram, about 17 acres of vacant land and 30 acres of developed land would be zoned or prezoned Medium Density Residential.

The proposed High Density Multi-family zoning designation would apply primarily to apartments and condominiums. One of the primary purposes of the Medium/High density split is to make affordable rental housing more acceptable to Gonzales residents by encouraging its construction at medium (rather than high) densities. Existing rental units in the 8-12 units per acre range are generally held in higher regard in Gonzales than the more dense apartment blocks built during the 1970s and early 1980s, regardless of the resident composition.

A preliminary assessment of potential High Density sites indicated two developed sites and one vacant site. The developed sites are located on opposite sides of Fifth Street at the west side of the 101 interchange and are currently developed with apartments. The vacant site is 8 acres and is located on the east side of Highway 101 near the South Alta interchange. Some of the apartment complexes along South Alta near C Street might also be zoned High Density to enable existing development to remain in conformance with the zoning code.

Gonzales' new land use policies also make a strong commitment to an "integrated site" approach to lower income housing, rather than concentration of such units in particular parts of town. The City's inclusionary program integrates affordable units with market-rate units in all new development projects. The affordable units look virtually the same as the market rate units, and the overall quality of the developments is very high.

None of the City's residential land supply is encumbered by Williamson Act Contracts. However, some of the parcels are outside the City's proposed sphere of influence and will require a sphere amendment by LAFCO before they can be pre-zoned or annexed for residential use. Action Program 1.1 in this Element's Five-Year Action program addresses this issue.

#### **4. Opportunities for Particular Unit Types**

**Second Units.** A second unit, or in-law unit, is an attached or detached residential unit on the same lot as the primary unit. It provides complete facilities for sleeping, eating, cooking, and sanitation. Second units can be created by partitioning space in an existing unit or adding an accessory structure. They provide both an important source of affordable housing and a source of extra income for homeowners. State Government Code Sections 65852.1 and 65852.2 encourage local governments to allow second units, particularly when the units serve senior citizens. State law prohibits local governments from banning second units altogether, unless there are adverse health, safety, and welfare impacts.

Gonzales does not presently have a second unit ordinance. In the absence of an ordinance, the following State criteria (Section 65852) apply:

- If the unit is detached, it may not exceed 1,200 square feet. If it is attached, it may not exceed 30 percent of the main structure's living area.
- The accessory unit may not be sold.
- The lot must contain an existing single-family dwelling.
- The unit must conform to local zoning and building codes.

Because of the limited amount of vacant land available in the older part of town for new affordable units, more specific guidance in siting second units would be helpful. Dimensional and design criteria for second units should be developed to reduce parking and aesthetic conflicts and ensure compatibility with existing uses. This should be accomplished during the next two years through adoption of a second unit ordinance.

**Density Bonuses.** A "density bonus" is the allowance of higher densities than what is permitted under zoning. In communities throughout California, such

bonuses are offered as incentives to developers who agree to incorporate affordable units within their projects. For instance, a City with a 25 percent density bonus ordinance would allow a developer to build 25 percent more units on a site than what is permitted by zoning if a certain percentage of the units were to remain "affordable." In Gonzales, such a policy would allow lots as small as 4,800 square feet in the single-family zone instead of the 6,000 square feet set in the zoning ordinance.<sup>8</sup>

The State Government Code (Section 65915) was amended in 1990 to require local governments to make a 25 percent density bonus (and an "additional financial incentive") available to developers agreeing to include any of the following in their projects:

- 20 percent of the units affordable to low income households
- 10 percent of the units affordable to very low income households<sup>9</sup>
- 50 percent of the units for senior citizens

The State requires the ordinance to apply to all projects with five units or more. Local governments are left to choose their own "additional financial incentives," but reduced development, zoning, and design standards are offered as possibilities. The State also indicates that the "affordable" units must remain affordable for at least 30 years.

Gonzales has not yet adopted a density bonus ordinance. The City has not received any requests for bonuses and has used other means, namely its inclusionary housing policy, as a tool for producing affordable units. A density bonus ordinance should be adopted so that inclusion of affordable units can be made more financially feasible for developers complying with the City's inclusionary policy.

Mobile Homes and Manufactured Housing. Mobile homes and manufactured housing are a small but important part of California's housing stock. As housing prices have risen, mobile and manufactured homes have become more popular as an alternative to conventional single-family homes. This is particularly the case with manufactured homes, which are built to Uniform Building Code standards and very similar in appearance to conventional single-family homes. With even minimal design controls, manufactured homes can be both cost-effective and attractive.

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<sup>8</sup> 6,000 square feet/1.25 = 4,800 square feet.

<sup>9</sup> "Affordable" units are those which require less than 30 percent of gross household income; affordability levels are defined for each county by the State Department of Housing and Community Development based on median income data, and vary depending on the number of persons in the household.

Chapter 1142 of Senate Bill 1960 (passed in 1980) requires all cities and counties to allow mobile homes on foundations in all single-family residential zones. Further, Chapter 974 of Senate Bill 484 (passed in 1981) requires that mobile home parks be allowed in all residential zones, subject to a use permit.

In all cases, local regulations continue to control allowable lot dimensions, setbacks, and densities. Some jurisdictions have gone further and adopted architectural and aesthetic requirements for mobile homes and mobile home parks. Government Code 65852.4 states that these requirements may not exceed those which would be imposed on a conventional home on the same lot.

The Gonzales Zoning Ordinance (Section 17.48.035) prohibits mobile homes in permanent or semi-permanent locations outside of designated mobile home parks or manufacturing areas where the mobile home houses a caretaker or watchman. Mobile home *parks* are permitted with a conditional use permit in the multi-family zone, provided they meet certain criteria. Although State law supersedes the local zoning ordinance in this case, the City should pursue a revision of its zoning ordinance to allow mobile homes on foundations in the Single-family and Multi-family districts. Because of concerns over neighborhood character and architectural quality, the revision should include design standards for mobile homes. About two-thirds of all California local governments have adopted architectural requirements for mobile homes on single-family lots.

Higher Density Housing. State law specifically requires each local housing element to identify adequate sites for multi-family rental housing (Section 65583(c)(1)). In Gonzales, such sites include vacant and redevelopable sites in the Multi-family Residential and Commercial districts, as well as unsubdivided land east of Highway 101 designated for Medium or High Density housing in the General Plan.

The Multi-family district presently allows densities from 8 to 21 units per acre, but as mentioned earlier, the supply of such sites is very limited. There are four "infill" sites listed in Table IV-27. As a result of this Housing Element and the rest of the General Plan, a 3.6-acre area along Fanoë Road will be reclassified to allow multi-family rental housing. There are also "Medium" and "High" Density residential sites north of Sunrise Ranch and south of California Breeze, but these sites would be difficult to develop by 2000.

Higher density housing will be encouraged within the new "Mixed Use" area along Alta Street. While the 1984 General Plan called for the separation of commercial and residential uses, the new plan encourages the vertical mixing of such uses along portions of South Alta Street. A new zoning category

which encourages such development will be pursued, and its application to areas now zoned General Commercial is recommended.

Emergency Shelters and Transitional Housing. State Government Code (Section 65583 (c)(1) requires local governments to identify sites for emergency shelters and transitional housing where a homeless problem has been identified. Emergency shelters provide short-term shelter for persons in need, while transitional housing provides longer-term shelter, usually accompanied by social services which assist persons in becoming more self-sufficient.

Although there is no *visible* homeless problem in Gonzales, there may be a need for emergency shelter for victims of domestic abuse, individuals in crisis, or migrant farmworkers unable to find suitable shelter. There may also be individuals living in substandard or grossly overcrowded housing, because they lack the resources for safe, decent shelter. Emergency and transitional housing opportunities for such persons are limited in Gonzales. The Salvation Army and local churches provide limited aid, while the Gonzales Police assist such individuals in finding emergency shelter in Salinas.

During the next two years, the City should work with Monterey County, the local Salvation Army and churches, and Rural Legal Aid organizations to better identify the need for emergency shelter and to identify possible sites for shelter in the City. One possibility to be explored is the conversion of farmworker labor camps to shelters during the off-season. Another might be to allow limited overnight shelter within local churches. Still another might be to add emergency shelters (for victims of domestic abuse, etc.) to the list of permitted uses in the Multi-family zone. Presently the Multi-family District allows hotels, lodges, and "similar uses" without specifying what the "similar uses" are.

Farmworker Housing. Farmworker housing is not specifically regulated by the zoning ordinance. The renting of rooms is not expressly prohibited in the Single-family zone, and boarding houses are permitted in the Multi-family zone. Residential uses specifically related to an industry are permitted in the Manufacturing zone; although the intention is to allow caretaker or security guard units, it might be more broadly interpreted to include farmworker housing if the industries are agricultural operations with a seasonal labor force. At least one labor camp presently exists in the industrial area west of Alta Street.

## **5. Availability of Infrastructure**

The General Plan includes provisions for road, water, sewer, drainage, and other public service improvements to serve areas planned for residential growth. In allocating public funds for residential infrastructure extensions, local governments are required by State law to give priority to extensions which would facilitate lower income housing provision. Future plans for public service and utility improvements in Gonzales will acknowledge this requirement.

All vacant residential lots on the west side of Highway 101 are "infill" parcels and can be developed immediately without major road, water, sewer, or drainage improvements. This includes five potential single-family homes and nine potential units in multi-family buildings. This also includes the redevelopment of the designated "Mixed Use" area with projects containing ground floor commercial and upper story residential uses. In the Mixed Use District, redevelopment might require replacement of undersized water and sewer laterals depending on the number of units added in each case. Finally, the City's Public Works Department has indicated that the site at the northeast corner of Fanoe and Fifth also could be developed without significant improvements to sewer and water systems (pers. comm. 9/94).

Road and utility improvements will be required to accommodate development on the east side of Highway 101. For the most part, these expenses will be incurred by the developers of each respective site, or by large property owners participating in assessment district financing. A sewer upgrade to accommodate California Breeze Phase I (72 units) is underway.

An assessment of infrastructure constraints is presented below.

Streets and Highways. The Circulation Element indicates that all City streets and intersections operate at Level of Service C or better, but identifies a potential trouble spot at the Fifth Street/ Highway 101 interchange. The Circulation Element indicates that a second overcrossing of Highway 101 (at C Street) will be needed before the planned residential area south of California Breeze can be developed. Funding for an overpass is not likely by 1998, so this area will not be available to meet fair share housing needs before the horizon of this Housing Element. This constraint does not affect California Breeze itself, nor does it affect the vacant site at Fanoe and Fifth Street. Both of these sites, as well as all of the infill sites and Mixed Use sites west of Highway 101, can be developed without exceeding the capacity of the 101/ Fifth Street interchange.

The Circulation Element also identifies a potential trouble spot on Alta Street, largely due to the Plan's designation of several hundred acres west of Alta Street for industrial development. The full potential for such

development is unlikely to be realized by the Plan's horizon year of 2015, and the likelihood of congested conditions on Alta Street is low. However, the Plan does identify specific measures to mitigate congestion, including traffic signals, turn lanes, and roadway improvements. These improvements are to be financed by industrial development and will not have an impact on the potential for residential growth.

Water. Gonzales derives its water from groundwater wells tapping the Salinas Valley Groundwater Basin. Although water availability is not presently a constraint, the situation may change in the future. All of the cities in the Salinas Valley are using water at a rate faster than the aquifer is being recharged. In response, Monterey County has enacted water conservation regulations, including fines for wasting water. The Monterey County Water Resources Agency has also begun a program to control saltwater intrusion into the aquifer by limiting the amount of water that can be pumped each year. While the measures are aimed primarily at farmers, they could conceivably limit the drilling of municipal wells in the future and thereby constrain housing production. Two of the three wells serving Gonzales were drilled in 1989, after nitrate contamination made existing wells unusable. At least through 1998, these wells are considered adequate to meet the City's housing targets.

Water storage capacity is considered to be adequate for domestic purposes but is inadequate for fire-fighting purposes. The General Plan calls for a new storage tank during the next few years and a stand-by generator to ensure that fire-fighting capacity is not lost in the event of a power failure or pump malfunction. The Community Facilities and Services Element includes an action program to ensure that these improvements are funded and do not constrain the City's growth potential.

Water distribution lines are considered adequate to meet the City's share of the regional housing need through 1998. The major constraint on the system is the condition of 4-inch water mains in the area west of Highway 101, particularly for fire-fighting purposes. This will not constrain growth in new subdivisions but could add to development costs on infill or Mixed Use sites.

Wastewater. Wastewater in Gonzales is collected via a network of sewer mains ranging from 6 to 12 inches in diameter. A 21-inch trunk line carries wastewater from the City limits to the treatment plant, located at the Salinas River about two miles west of town. While the collection lines are adequately sized, some of the laterals in the older sections of the City are too small for the volume of wastewater they carry. This could make redevelopment or infill development more expensive but should not affect development of new subdivisions or other parcels east of Highway 101.

The Gonzales treatment plant has been operating since 1931 and has been expanded several times over the years. The plant presently operates slightly over the BOD loading standards set by the Water Quality Control Board; aerators are planned to address this problem. The plant will also require expansion to meet increased wastewater flows from new development. It currently operates at about 75 percent of its 689,000 gallons per day (gpd) capacity. Expansion will require an amendment to the discharge permit maintained with the Regional Water Quality Control Board.

Based on an industry standard of 350 gallons per day per single-family house, California Breeze Phases I, II, and III will bring the Gonzales sewage treatment plant up to about 610,000 gallons per day, or 88 percent of capacity. Assuming no additional commercial or industrial demand, another 225 single-family housing units in addition to California Breeze could be accommodated before the treatment plant would need to be upgraded. This would be a sufficient number of units to accommodate the City's 1991-2000 share of the region's housing need.

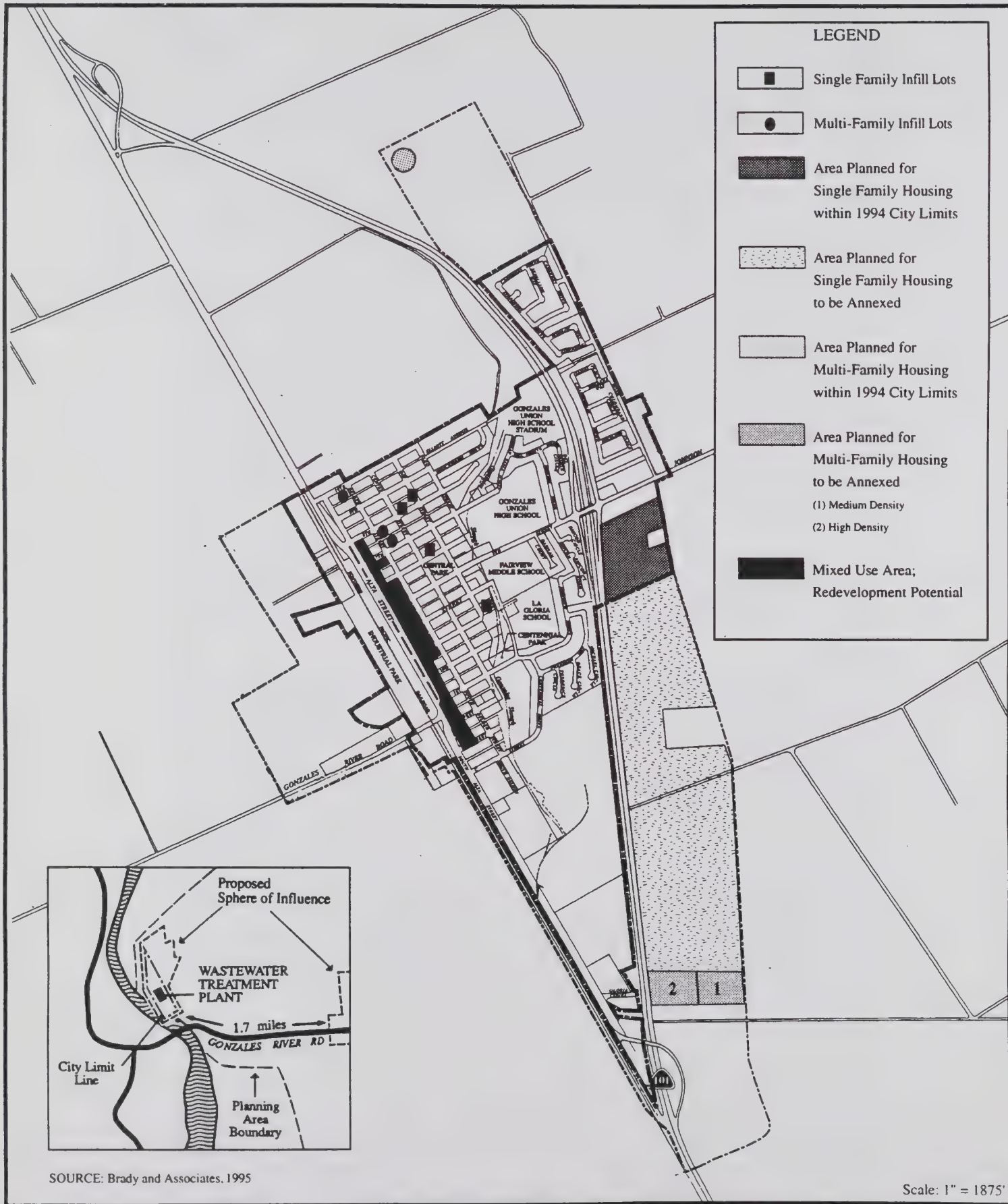
The City will continue to apply for grants to expand its treatment plant for development beyond 2000. The new General Plan indicates that impact fees, bond measures or special assessments may be considered to facilitate the expansion.

Drainage. Storm drainage in Gonzales is accommodated by surface flow, detention ponds, ditches, and the Gonzales Slough. Since the City does not have an underground storm drain system, new development is typically required to provide on-site detention ponds. In new subdivisions, this could reduce the amount of area actually available for housing.

One of the sites identified for new single-family housing will require drainage improvements to remove part of the property from the 100-year flood plain. The 61-acre area north of Sunrise Ranch is bisected by the Gonzales Slough. Channel improvements could be required before the site can be developed, and a detention pond site will be needed. The higher development costs could result in higher home prices or special assessments within this subdivision but are unlikely to constrain the site's development.

## **6. Prospects for Meeting Fair Share Housing Needs by 2000**

Potential housing sites developable by 2000 are shown in Figure IV-1 and are summarized in Table IV-28. Adequate sites are available to meet the above moderate and low income housing targets established in this Element. The City will take the following measures to meet the moderate and very low income housing targets by 2000:



# **GONZALES** GENERAL PLAN

FIGURE IV-1  
**Housing Opportunities**

**Table IV-28**  
**SUMMARY OF "FAIR SHARE" HOUSING OPPORTUNITIES BY 2000**

Income Category	Need	Potential Units by 2000	Shortfall
Above Moderate	84	214	0
Moderate	105	76	29
Low	30	53	0
Very Low	95	38	57
<b>TOTAL</b>	<b>314</b>	<b>381</b>	<b>N/A</b>

**Assumptions:**

- (1) 90% of the units in California Breeze, Phases I, II, and III (285 of 317 units) to be sold at market rate. One-quarter of the market rate units (71 units) are projected to be offered at \$140,000 or less (1994 dollars). By definition, these units will be affordable to above moderate income households AND moderate income households of five persons or more. The balance of the market rate units (214 units) will be affordable to above moderate income households.
- (2) 10% of the units in California Breeze set aside for lower income households (32 units).
- (3) Five infill units on single-family lots to be affordable to moderate income households.
- (4) Nine infill units on multi-family lots to be affordable to lower income households; 50% low income and 50% very low income.
- (5) 15 units in Mixed Use projects on upper floors of downtown commercial space to be affordable to very low income households.
- (6) 35 units on the east side of Fanoe to be affordable to lower income households; 50% low income and 50% very low income.

*Source: Brady and Associates, 1994.*

- Maintaining Single-family zoning on the three "infill" sites west of Highway 101 (3 units) and rezoning the 306 Day Street site for single-family use (2 units).
- Maintaining Multi-family zoning on the three "infill" sites west of Highway 101 (9 units).
- Requiring 10 percent of the units in California Breeze to be affordable to lower Income Households (32 units).
- Rezoning the northern 3.6 acres of the Fanoe/Fifth site from Light Manufacturing to Multi-family Residential, following adoption of the new General Plan (35 units).
- Rezoning commercial land in downtown Gonzales to promote mixed use development, including rental housing (15 units estimated by 2000).

These measures will create the potential for 91 units affordable to lower income households by 2000. This figure is less than the 125 lower income unit need identified in the last chapter. As described in the Housing Action Program, the City will consider the following additional measures by 2000 to reduce the capacity shortfall:

- Adopting a second unit ordinance to create additional opportunities for affordable rental units in single-family neighborhoods.
- Amending the zoning ordinance to permit manufactured homes on permanent foundations in all residential zoning districts, as required by State law.
- Amending the zoning ordinance to allow density bonuses for projects of five units or more, as required by State law.
- Amending the inclusionary housing policy to require 10 percent of the units in new subdivisions to be affordable to lower income households *and another 10 percent to be affordable to moderate income households.*
- Amending the zoning ordinance to allow smaller lots in areas designated for single-family residential use in the General Plan.
- Promoting County Mortgage Revenue Bonds or Mortgage Credit Certificates which make home ownership possible for moderate income households.
- Promoting the conversion of underutilized second floors in downtown commercial buildings to rental housing.

## **F. Development Constraints**

### **1. Introduction**

This section of the Housing Element examines constraints to meeting the City's identified housing needs. California Government Code Section 65583 (a)(4) states that the Element must analyze *"potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures."* Where such constraints are identified, the City is required to take action to mitigate or remove them. In addition to governmental constraints, this section also assesses economic constraints, financing constraints, environmental constraints, and other less tangible constraints.

### **2. Governmental Constraints**

Government regulations affect housing costs by limiting the supply of buildable land, exacting fees and setting policies for the use of that land, and influencing the time required before development of the land can take place. These factors are usually passed along to the consumer in the form of higher housing costs.

Governmental constraints may be divided into a number of categories, including planning policies, annexation policies, zoning regulations, site improvement requirements and building codes, fees, processing and permit procedures, and other agency impacts.

Planning Policies. The other Elements of the General Plan, particularly Land Use, contain several new policies affecting the production of housing. Because the Housing Element was prepared concurrently with the rest of the Plan, it is internally consistent and follows the same basic premises. The Land Use Element acknowledges the need to annex and zone new areas for housing. It also supports the development of infill housing and mixed use housing on vacant or underutilized sites. The Community Character Element supports housing rehabilitation and conservation of neighborhoods.

Policy 1.2 in the Land Use Element promotes a variety of housing types, while Policy 1.3 promotes a balance between housing production and employment growth. Policy 2.1 encourages a moderate growth rate, consistent with the wishes of Gonzales residents. Policy 2.2 encourages variations in lot sizes and

densities in new neighborhoods, with new development compatible in character with existing neighborhoods. Policies 4.4 and 7.1 encourage a mix of housing types, densities, and prices east of Highway 101, while Policy 4.5 encourages infill development and mixed use housing west of Highway 101. Policies 6.1 and 6.2 promote housing conservation and rehabilitation in existing neighborhoods, while Policy 6.3 blocks encroachment of non-residential uses into areas designated for housing on the Land Use Diagram. Policy 7.2 discourages construction at densities lower than the maximum permitted in the General Plan. Policy 7.7 encourages housing which reduces overcrowding.

*Policy constraints to affordable housing production may still exist, however.* Land Use Element policies discourage the encroachment of apartments into single family residential areas (Policy 6.4) and suggest that growth management limits be considered in the future if development proceeds too rapidly (Policy 2.1). One of the key goals of the new Plan is to maintain a small town atmosphere with relatively low densities. Consistent with that goal, the number of sites shown on the Land Use Diagram as "High Density Residential" is small.

The Action Program includes a number of specific measures to accommodate lower income housing needs using low and medium density housing types rather than high density apartments. Components of these programs include raising the inclusionary requirement for new development (setting aside 20 percent of the units in new development for low or moderate income households), establishing provisions for second units and manufactured or mobile homes in the zoning ordinance, and promoting mixed use development in the downtown area.

Gonzales does not have growth management policies or requirements limiting the number of units that may be constructed in a single year. The City does encourage large-scale development to be built in phases rather than all at once, but this does not appear to have adversely affected housing costs or production. Likewise, Gonzales' policy of requiring a certain number of units in new development to be reserved for lower income households does not appear to have driven up the cost of the market-rate units or discouraged overall housing production.

Annexation Policies. As mentioned in the previous chapter, the City will need to annex land to meet its housing needs during the 1991-2000 period. A potential government constraint is the need for approval of annexation requests and amendments to the City's proposed sphere of influence by LAFCO. LAFCO, the Local Agency Formation Commission, is the regional agency that approves such requests. Their primary objective is to ensure that

growth is orderly and well planned; a secondary objective is the protection of prime agricultural land.

Although Gonzales has directed its future residential development away from prime agricultural land and has designated its growth areas in a logical and efficient manner, the need for LAFCO approval could delay annexation proceedings. This is unlikely to affect housing production through 2000 but could affect development during the 2000-2005 period. LAFCO has historically maintained a tight proposed sphere of influence around Gonzales and will be asked to increase the size of the City's sphere by more than 50 percent during 1996.

The Action Program addresses this potential constraint by including a measure to begin working with LAFCO immediately to amend the Gonzales proposed sphere of influence. The Program also includes annexation of the entire California Breeze subdivision by 1997.

Zoning Regulations. Allowable density and development standards are established by the Gonzales Zoning Ordinance. The ordinance should be updated during the next two years to ensure consistency with the new General Plan.

The current zoning ordinance permits residential uses in the Single Family, Multi-family, and General Commercial zones. Minimum single family lot size is 6,000 square feet and standard setbacks on a 60 x 100 lot are 20 feet in the front yard, 5 feet in the side yards, and 20 feet in the rear yard. Special provisions are made for homes on substandard or irregular lots. Two off-street parking spaces are required on all lots, although this requirement may be relaxed if needed to accommodate FmHA units. The requirements are straightforward and do not constrain single family housing development. However, provisions for mobile homes and density bonuses are needed. Duplexes are currently permitted in the Single Family zone with a use permit, and multi-family units are permitted where certain conditions exist.

In the existing Multi-family and General Commercial districts, 2,000 square feet of lot area must exist for each dwelling unit; 3,000 square feet if the units are condominiums. One carport or garage space plus one-half parking space must be provided for each one or two bedroom unit and an additional half space per unit is required for units three bedrooms or larger. Three hundred square feet of useable open space per unit is also required. Setback requirements are only stated for condominium developments.

*There are a number of constraints to the production of affordable housing related to the zoning ordinance. These include the prohibition of mobile homes*

outside of mobile home parks; the lack of standards for second units, farmworker housing, and emergency shelters; the lack of flexibility in lot design and layout; and a general shortage of land zoned for higher density residential development. These constraints are all addressed in the Action Program and will be mitigated through zoning ordinance and map amendments. Several areas outside the City limits will be added to the City's proposed sphere of influence, annexed, and rezoned for housing at various densities in the years after this Element is adopted.

*City development standards do not pose a constraint to affordable housing production.* There are no restrictions on floor area, lot coverage, minimum unit size, or impervious surface coverage. The 35-foot height limit is not regarded as a constraint. The buildable area on a site is defined primarily by setbacks. Setbacks on a 60 x 100 single family lot would allow a building footprint of 3,000 square feet; there are no setbacks on multi-family lots. The City has no design guidelines or design review process; however, residential design guidelines are recommended in the new General Plan. The new guidelines should have a positive impact on affordable housing construction by requiring that such housing be attractive and compatible with the community, thus making it more acceptable to Gonzales residents.

The City does offer waivers to developments which incorporate affordable units. Section 17.24.080 of the zoning ordinance allows the Planning Commission to waive multi-family zoning standards for projects which renovate substandard buildings or create housing for low and moderate income families. For instance, off-street parking requirements have been modified in the past for FmHA units. Waivers or reductions of other standards, such as parking requirements for senior housing, should also be considered in the future.

The new General Plan calls for the creation of a new zoning district for high density housing. This would entail a division of the existing multi-family district into High and Medium Density Multi-family districts. The maximum density to be permitted in the High Density district will be higher than what is currently allowed in the Multi-family district. The new Medium Density district will require 3,600 square feet of lot area per dwelling unit. Requirements for setbacks, parking and useable open space have yet to be determined. The High Density district will require 1,800 square feet of lot area per dwelling unit. Under the new zoning ordinance, the maximum density permitted in the City will be 24 units per acre.

The inability to build at higher densities is somewhat of a constraint; however, densities greater than 24 units per acre would be inconsistent with the town's

character and would be inappropriate. The City intends to develop design standards for affordable housing in the 8-24 unit per acre range.

Without a density bonus ordinance and with a minimum lot size of 6,000 square feet, the current zoning ordinance constrains the development of zero lot line housing and other housing products that offer lower costs through higher densities. Planned unit development and cluster housing could not be built in a Single Family zone and might be difficult to build under current Multi-family and Commercial zone regulations. Mobile homes are only permitted in mobile home parks, which are only permitted in Multi-family districts. Modifications to the minimum lot size should be considered, preferably through creation of a district which allows zero-lot line and cluster housing.

Zoning in Gonzales also supports the local goal of conserving and maintaining the existing housing stock. There are several blocks of relatively well-maintained single family homes that have been zoned Multi-family for many years; the General Plan changes the land use designation on these blocks from Medium Density Residential to Low Density Residential and recommends that they be rezoned to protect the existing housing stock.

While not prohibited outright, zoning requirements for second units make it difficult to accommodate such units on most single family lots. A house usually requires about 9,000 square feet of lot area before a second unit is feasible under current zoning standards. There are very few residential lots larger than 9,000 square feet in Gonzales.

A gap of approximately two years is projected between the time the new General Plan is adopted and the time the zoning ordinance is amended. This gap will not constrain affordable housing production. During the interim period, existing residential zoning regulations will remain in effect. Until a new Mixed Use zoning district is developed, general commercial zoning standards will apply on most parcels in downtown Gonzales. These standards permit housing with a Use Permit and will not constrain the development of housing on the upper floors of downtown buildings, as recommended by this Element.

Site Improvement Requirements and Building Codes. Housing construction in Gonzales is subject to a variety of site improvement and building code requirements that add to the cost of development. Developers are generally responsible for covering the full cost of water, sewer, road, and drainage improvements within their projects. Development agreements may also be used to negotiate other public improvements, such as park and school sites. These costs may be passed on to buyers in the form of higher home prices.

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The City does not impose any requirements other than those deemed necessary to maintain public health, safety, and welfare. *Thus, site improvement requirements are not considered a constraint to affordable housing production in Gonzales.*

Title 16 of the Gonzales Municipal Code includes provisions for the subdivision of land. The ordinance governs procedures for dividing land, dedication of public facilities (parks and school sites), and the design of streets, utilities, lots, and improvements. Local streets must be 60 feet wide and cul-de-sacs or service roads to less than 18 units must be 50 feet wide. New lots must be 6,000 square feet and must be at least 60 feet wide and 80 feet deep. While these standards are not overly restrictive, the City should consider provisions for waivers or reductions for projects which are innovatively designed or which incorporate affordable units. Reductions in site standards are presently considered when required to qualify for certain State and Federal funds.<sup>10</sup> However, there is no "official" policy describing when such reductions are made.

New construction must meet the Uniform Building Code (UBC) and must comply with Title 24 standards for energy efficiency. Gonzales requires fire sprinklers in new single family and multi-family units, which creates an additional construction cost above what is normally required by the UBC.

There do not appear to be any site improvement or code regulations which impede or discourage the maintenance and conservation of older buildings. Although the City rescinded its rental inspection ordinance (requiring that all rental units be inspected after being vacated), it continues to perform inspections by request.

Fees. After the passage of Proposition 13 in 1978, cities throughout the State were forced to turn to alternative financing mechanisms to boost local revenues. Increasingly, development fees have been used to recover the capital and operating costs associated with extending community services.

Table IV-29 summarizes permitting fees for residential construction in Gonzales. The largest costs are associated with water and sewer impact fees, which together cost more than \$4,500 for a single family home. Police and fire mitigation fees for a 1,500 square foot home would be nearly \$1,200. These fees are comparable to those charged elsewhere in the region. Both the Gonzales Union School District and the Gonzales Union High School District also charge impact fees, averaging more than \$3,500 total for a typical unit.

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<sup>10</sup> For instance, minimum dimensions for garages were reduced to qualify for FmHA funds on Sunrise Ranch.

**Table IV-29**  
**TYPICAL RESIDENTIAL PERMITTING FEES IN GONZALES - 1994**

Fee	Amount
Building Permit	See Table 3-A, 1991 Administrative Code
Seismic Assessment	\$ .0001 x Valuation
Plan Check	75% of Building Permit Fee
Energy Plan Check	\$120
Park Impact Fee	\$800 for single family home
Police Mitigation	\$0.43/square foot
Fire Mitigation	\$0.36/square foot
Water Mitigation	
Single family	\$2,075/dwelling unit
Duplex	\$1,869/dwelling unit
Three or more units	\$1,454/dwelling unit
Water Meter	\$100 - \$494.24, depending on pipe diameter
Set Water Meter	\$50-\$100, depending on pipe diameter
Sewer Mitigation	
Single family	\$2,432/dwelling unit
Duplex	\$2,165/dwelling unit
Three or more units	\$1,682/dwelling unit
Sewer Inspection	\$50

Note: Fees for schools, environmental review, and General Plan or proposed sphere of influence amendments have not been included in the table. Additional fees (\$450) are also required for variances and conditional use permits.

Source: City of Gonzales, 1994.

While the impact fees defray the cost of providing public services to a new home, they do not represent the full cost of these services. The impact of one new dwelling unit in Gonzales for schools alone was recently estimated to be about \$9,000, about three times the amount covered by the fee. Barring major statewide tax reform, it is probable that fees will continue to increase as service costs rise.

Impact fees usually are passed on to homebuyers or renters in the form of higher housing costs. Table IV-30 indicates typical permit fees for a number of different types of new development in Gonzales. A new 1,500 square foot home (with a 400 square foot garage) would require just over \$10,000 in impact and building permit fees. If the site were in a subdivision, additional costs incurred by the developer (EIR preparation, park dedication, construction of roads and utilities) might be passed on to the homeowner through higher home prices. For multiple unit buildings, permit costs tend to

**Table IV-30**  
**FEES FOR TYPICAL RESIDENTIAL UNITS IN GONZALES - 1994**

Description of Project	Total Amount of Impact and Building Permit Fees	Cost per Unit
New 1,500 sq. ft. 3 bedroom/ 2 bath single family home with a 400 sq. ft. garage on a 6,000 sq. ft. lot	\$10,387.48	\$10,387
New triplex containing three 1,000 sq.ft. units, each containing 2 bedrooms, 1.5 baths, and 1.5 parking spaces per unit	\$20,120.00	\$6,706
Add five 800 sq. ft. one bedroom/ one bath apartments to the second story of an existing commercial building, with a garage	\$39,543.00	\$7,909
New apartment building containing 24 units, each 1,000 SF with 2 bedrooms/ 1.5 baths, and 1.5 parking spaces per unit	\$153,148.00	\$6,381

*Source: City of Gonzales, 1994.*

remain in the \$6,000 - \$8,000 per unit range. As Table IV-30 indicates, even a 24-unit apartment building would require fees equalling about \$6,400 per unit.

*Impact and building permit fees represent a constraint to the production of lower income housing in Gonzales.* The Action Program in this Element includes a program for mitigating this constraint by reducing fees for units that are affordable to lower income households (See Program 7.3) and by reducing fees for units that are on the upper floors of downtown commercial buildings. The City does not currently have such a policy. However, the current inclusionary housing policy does result in a de facto fee reduction for nonprofit builders, since they purchase their lots after the developer-financed site improvements are already in place and after EIR preparation costs, General Plan Amendment fees, annexation fees, subdivision fees, and other City planning fees have been paid.

Processing and Permit Procedures. Processing time for a conventional building permit in Gonzales requires five working days for review, provided that no variances, use permits, or other special procedures are required. Processing time tends to increase as the project becomes more complex; General Plan amendments, annexations, or filing of subdivision maps may require several months to process.

Projects requiring review under the California Environmental Quality Act (CEQA) are also subject to public notification and review time limits set by the State. Predevelopment conferences are strongly encouraged to identify major concerns and to avoid delays during the formal review and public hearing process.

After many years of contracting out building permitting services, Gonzales retained a full-time building official in early 1994. This may help expedite permit processing and building inspection services. In the past, the City also has added part-time staff during periods of peak construction demand. This practice can continue in the future should conditions warrant.

*Permit processing time does not currently constrain affordable housing production in Gonzales.* The City continues to look for additional measures to expedite and streamline its permitting procedures. Revision of the zoning ordinance (following adoption of the General Plan) may provide one opportunity in this regard. Automation of permit records would provide another opportunity but may be infeasible at this time due to budget constraints. Finally, adoption of the new General Plan and General Plan EIR may reduce processing time by diminishing the need for EIRs for projects that are consistent with the plan. Focused EIRs addressing particular impact areas might replace complete EIRs in a number of cases.

Use Permit Requirements. A use permit is presently required for any multi-family housing development in Gonzales, including projects in the Multi-family zone. Use permits may only be granted after the Planning Commission makes findings of fact that the project will not be detrimental to public health, safety, morals, comfort, and general welfare, and after the City Council has concurred with this recommendation. This process requires public hearings before the Planning Commission and City Council. The hearings may result in changes to project design and density, as well as conditions of approval (landscaping, parking, etc.) which can conceivably drive up the cost of the units. The hearings also affect the amount of time required for project approval, generally adding 60 days or more before entitlement is granted.

Although the use permit requirement could become a constraint to multi-family housing in the future, it has not deterred construction in the past. At no time during the past five years has a use permit been denied to a multi-family project. However, on at least two occasions, the public hearing process resulted in fewer units being approved than were proposed in the original project. The Action Program includes a measure to explore alternatives to the use permit process, including allowing apartments by right in the Medium and High Density Multi-Family districts. This would only be feasible if stricter design standards (setbacks, lot coverage limits, and floor area ratio limits)

were put in place in these districts. Ultimately, the City may find that such standards would be more constraining than use permit requirements. The advantage of using a use permit in lieu of tight development standards is that it offers a great deal of flexibility to persons developing property in the multi-family zones.

Impact of Other Agencies. A number of other agencies, including Monterey County, LAFCO, the Water Resources Agency, and the Air Pollution Control District, may influence the feasibility and cost of future development in Gonzales.

**Monterey County** may influence development through its jurisdiction over land use and development in the unincorporated area around Gonzales. County policy currently concentrates growth in the cities and discourages it in unincorporated areas. A shift in policy, either encouraging rural growth or encouraging self-contained "new towns" in unincorporated areas, could drain some of Gonzales' housing demand and make certain projects infeasible. At least one new town project has been discussed in the area between Salinas and Gonzales.

The county may also impede Gonzales' ability to grow by placing restrictions on unincorporated land within the City's planning area but outside its proposed sphere of influence. This was recently done north and west of town where more than 650 acres have been placed in an agricultural easement in perpetuity. Although the City has shifted its residential growth area to the east, the increased cost of providing services across Highway 101 could ultimately be passed on to homebuyers in the form of higher home prices.

As mentioned earlier, the **Local Agency Formation Commission (LAFCO)** approves annexation and proposed sphere of influence amendments in Monterey County. The agency could constrain growth in Gonzales by denying annexation requests. Although this is not expected to constrain growth through 1996, it could affect the City's ability to meet housing needs during the next five-year planning period.

The **Monterey County Water Resources Agency (MCWRA)** controls the amount of water that can be pumped from the aquifer by Gonzales and other cities in the Salinas Valley. Concerns over salinity encroachment and overdraft of groundwater supplies could affect the agency's willingness to increase permitted pumping levels in the future. The Agency can substantially influence LAFCO's annexation decisions and can also impose moratoria on development within incorporated areas. The MCWRA may also affect housing costs by imposing landscaping requirements (limitations stricter than those already required by the State) on communities in Monterey County.

The Monterey County Unified Air Pollution Control District is responsible for developing measures to maintain and improve air quality in the county. Although the District does not have permit authority in Gonzales, it does influence annexation and development approval proceedings. If a proposed project increased local population beyond the District's projections, the project would be deemed inconsistent with the APCD's Air Quality Management Plan. APCD projections for Gonzales are consistent with AMBAG's; these figures are lower than those contained in this Element and will need to be revised.

### **3. Economic Constraints**

The costs of land and construction have not historically been constraints to development in Gonzales. If anything, these costs have been incentives since they are so much lower than costs in Salinas and the Monterey Bay Area. Land and housing costs in Gonzales are comparable to those in other South County cities. Land costs for an improved 6,000 square foot lot are estimated to be between \$25,000 and \$50,000. Construction costs (labor and materials) for a new 1,500 square foot home are typically about \$70,000 and other costs, such as construction financing and local fees are about \$20,000. For multi-family units, costs per unit tend to run between \$45,000 and \$90,000. These costs are significantly lower than those in the county as a whole but still are beyond the limits of many Gonzales households.<sup>11</sup>

Changes in the local and regional economy have significantly affected the housing market. Unemployment in Gonzales was about 17 percent in 1990, much higher than the State or County averages. The closure of Fort Ord could have a temporary impact on local housing demand and housing prices. While the housing market in Gonzales has fared well compared to most Monterey and San Francisco Bay Area cities, it has still been impacted by the current recession. General apprehension about the future of the economy may affect both the ability to buy a home and the decision to buy or continue renting. At the same time, high move-in costs for renters (often exceeding \$1,000) represent a constraint to entry into the rental housing market for lower income households.

### **4. Availability of Financing and Financial Assistance**

During 1992 and 1993, prospective homebuyers in Gonzales have benefitted from low interest rates and stable home prices. With a 10 percent downpayment, a 30-year fixed mortgage, and an 8 percent fixed interest rate,

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<sup>11</sup> Sources for these statistics are as follows: Housing Elements for Monterey County (1992), Soledad (1992) and King City (1991), and *"Local Official's Guide to Affordable Housing Development"*, League of California Cities.

the monthly principal and interest payment on a new \$151,000 home in Sunrise Ranch would be about \$997. Adding property taxes, insurance, and utilities would yield a monthly housing cost of about \$1,250 a month. By contrast, the same home at 12 percent interest would have monthly principal and interest payments of \$1,398 and total housing costs of about \$1,650. While an income of \$50,000 would be required to qualify for the 8 percent loan, an income of \$66,000 would be required to qualify for the 12 percent loan.

Unfortunately, neither an 8 percent or 12 percent loan would bring the new home within reach of the typical Gonzales household. With a median household income of \$25,458, an interest rate of one or two percent would be required to make the same home affordable. In the current financial climate, rental housing remains the only viable option for most residents. Even in this case, it is difficult to build rental units and charge rents that are affordable to very low income households without public financial assistance.

Some of the local, state, and federal financial programs which help promote housing affordability are discussed in the Action Program in this Housing Element. These programs include low-interest loans, grants, subsidies, mortgage insurance, direct assistance to renters, assistance to seniors, farmworkers, and other special needs groups, and assistance to first time homebuyers. Assistance programs apply both to new construction and rehabilitation and to both renter and owner-occupied projects.

The future availability of funds from state and federal housing programs is difficult to predict. One constraint faced by the City is the limited staff available to prepare grant applications and monitor the availability of such funds.

## **5. Other Constraints**

Housing production may also be constrained by infrastructure, natural factors (such as flooding and earthquake hazards), and community attitudes.

Infrastructure constraints were discussed in the previous chapter. The primary constraints are the eventual need for a C Street bridge, the eventual need to expand the wastewater treatment plant, the need to upgrade water distribution lines, and the eventual need to withdraw larger volumes of groundwater from the aquifer. School overcrowding is also a constraint and will need to be addressed through construction of additional classroom buildings and eventually the construction of new schools.

Natural factors do not pose significant constraints to development in Gonzales but will influence the direction and character of future growth. The City is located in a flat valley and is surrounded by level open space on all sides. Flood hazards are a concern in the area to the northeast of the City; these can be remedied through drainage improvements along the Gonzales Slough. Seismic groundshaking is a concern throughout the Salinas Valley and would be most severe in the areas along the Slough. New housing should be appropriately designed to reflect seismic hazards, possibly resulting in higher housing costs in the most susceptible areas. Some of the best agricultural land in California is located to the west and north of Gonzales. The General Plan directs residential growth away from these areas, onto the less valuable clay soils to the east and southeast.

A final constraint to housing, particularly higher density housing, are the negative images of lower income housing and apartments held by many Gonzales residents. A survey mailed out by the City in 1993 indicated an overwhelming sentiment against apartments. Unfortunately, some of the existing high density projects in Gonzales were poorly designed and convey a very negative image of apartment living. Making higher density housing more palatable will be a challenge, but can be made easier through design guidelines and standards for such development. It would be helpful to publicize "real world" examples of attractive higher density development in comparable settings and to require local development to meet similar design standards. It will be important to convey that "affordable" housing is not synonymous with housing that is cheap, poorly constructed, or out of character with the community.

## **G. Evaluation of the 1986 Housing Element**

Section 65588 of the State Government Code requires each local government to evaluate its housing element as frequently as appropriate to determine: (1) the appropriateness of its goals, objectives, and policies; (2) the effectiveness of the element in attaining the goals and objectives; and (3) the progress of the city in implementing the goals and objectives. This section of the Gonzales Housing Element fulfills this requirement.

### **1. Housing Goal**

The 1986 Housing Element stated the following goal:

"To provide quality residential life by maintaining and improving existing housing stock and by providing expanded housing opportunities for its residents and future populations, leading to a healthy, safe, affordable, and efficient living environment for Gonzales as a whole. This goal paves the way for a clear housing policy to ensure that new housing is the type needed, that it is properly located and timed, and that public facilities and services are available. This goal also seeks to meet special housing needs of the community, rehabilitate deficient structures and encourage energy conservation in new housing."

*Status: This remains an accurate statement of Gonzales' housing goals for the future. For clarity's sake, the statement should be restructured into a series of goal statements which describe various aspects of housing, such as the need for adequate sites, housing affordability, and housing for special needs populations.*

### **2. Housing Objectives**

The 1986 Housing Element stated the following objectives:

1. Promote construction of 263 new housing units by 1991, or at a rate equal to the City's population growth, based upon availability of services.

*Status: From January 1986 through December 1991, there were 344 new units built in Gonzales and 10 units demolished, for a net gain of 334 units. This exceeds the target set in 1986 by 71 units. However, the housing growth rate did not keep pace with the City's population growth during this period. This was due to a combination of factors, primarily a high birth rate and in-migration of large families.*

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*Both resulted in an increased number of children per household. City services were generally expanded to accommodate the additional development.*

2. Promote construction of 20 affordable units for lower income households by 1990.

*Status: From January 1986 through December 1990, there were 152 multiple family units constructed. Most of the units built were one and two bedroom rental units in apartment complexes of ten units or more. While the units were built with conventional financing and are not publicly assisted, the rents are generally within the range of affordability for lower income households. However, many of the units are too small for families with several children.*

*Ownership opportunities for lower and moderate income households were created through the City's inclusionary housing policy and the FmHA 502 program. There were 10 affordable units built by CHISPA at Arroyo Estates and 6 FmHA 502 units built at Elko Street and Elliott Avenue in the late 1980s (pers. comm. 6/93). Twenty additional affordable owner-occupied units were completed by CHISPA in Sunrise Ranch in the early 1990s.*

3. Facilitate rehabilitation of 15 substandard homes by 1991.

*Status: The City was unable to directly facilitate the rehabilitation of housing between 1986 and 1991 due to the lack of funds for this purpose. A low-interest housing rehabilitation loan program had been funded by HUD between 1978 and 1983, but the program was not continued through the late 1980s. The City did use its code enforcement power to require the rehabilitation of a substandard 20-unit apartment complex at Fifth and Alta Streets; although restrictions were not placed on the upgraded units, the units are generally affordable to lower income households. Privately funded housing rehabilitation and improvement were encouraged throughout the period.*

4. Ensure equal housing opportunities.

*Status: No fair housing complaints were received by City Hall during 1986-1992. The City continued to promote equal housing opportunities as well as a range of housing types and densities.*

5. Promote conservation of 40 existing affordable housing units, including those managed by the Housing Authority, and Section 8 units, based on the availability of Section 8 certificates.

*Status: The City has successfully achieved this objective. The existing Housing Authority units on Gabilan Court remain in place. In 1992, there were 38 Gonzales households participating in the Section 8 certificate program and 10 households participating in the Section 8 voucher program (Monterey County Housing Authority, 1993).*

### **3. Housing Policies and Programs**

The 1986 Housing Element incorporated the following policies and programs:

Policy A: Encourage production of new residential development that provides a choice in housing type, density, cost, and tenure to meet the housing needs of all segments of the population regardless of race, sex, marital status, age, ethnic background, physical condition, or family size.

*Status: This policy still reflects the City's intentions and has been followed during the past six years.*

Program 1: Use the 1980 City of Gonzales Land Use Plan as a guideline for the location of future residential development.

*Status: While the Land Use Plan was used to guide some of Gonzales' housing growth between 1986 and 1992, particularly for "infill" projects, most large-scale new construction occurred in areas that were originally planned for other uses. Sunrise Ranch and Arroyo Estates had previously been designated for highway commercial and residential reserve uses, although the plan indicated that the site ultimately developed as Arroyo Estates was also suited for housing.*

*After 1991, the City was precluded from following its land use plan by the purchase of an agricultural easement on land lying immediately north of the City limits by Monterey County. The area had previously been designated as a "residential reserve" in the 1980 General Plan. With this opportunity eliminated, the City went through a General Plan amendment and approved California Breeze Phase I on the east side of Highway 101.*

Program 2: Work with LAFCO to facilitate annexation of lands to the City which are needed for residential development.

*Status:* The City has been carrying out this program successfully. Arroyo Estates (24.9 acres) was annexed in 1987, permitting the development of 138 units. Sunrise Ranch (30.3 acres) was annexed in 1989, permitting the development of 145 units, and California Breeze Phase I (32 acres) was annexed in 1992, permitting the development of 72 units. LAFCO also gave conditional approval to annex the remainder of California Breeze (52 acres, 245 units) during the next 10 years. Most of the housing built in Gonzales between 1986 and 1991 was located in the Arroyo Estates and Sunrise Ranch annexation areas.

Program 3: Encourage a compatible mixture of different types of residential units within lands that annex to the City.

*Status:* Housing in the annexed areas has mostly consisted of single family units. However, 36 percent of the units in Arroyo Estates were rental duplexes or fourplexes. In addition, 11 percent of the detached units in Arroyo Estates and 14 percent of the detached units in Sunrise Ranch were affordable FmHA 502 homes built by CHISPA. The CHISPA units are difficult to distinguish from the market rate units and the duplexes and fourplexes are compatible with the adjacent single family units.

Policy B: Encourage new production of affordable rental and ownership housing for low and moderate income households, and encourage retention of existing units.

*Status:* This policy still reflects the City's intentions and has been followed during the past six years. See Response for Program 3 above.

Program 4: Revise the zoning ordinance to allow and regulate development of accessory rental units on single family lots for elderly or affordable housing.

*Status:* The zoning ordinance has not been revised due to the lack of staff and funding to complete the work. This task should be made a higher priority during the next five years.

Program 5: Evaluate areas of deteriorating housing and consider rezoning of older areas within the present City limits to encourage construction of higher density development such as condominiums and multiple family units.

*Status: No formal evaluation of deteriorating housing or rezoning opportunities has been conducted since the 1986 Element due to lack of staff and funding for such a task. However, the City has allowed multi-family development within commercially zoned areas (with a conditional use permit). There have been no recent requests by property owners to rezone older low density areas for medium or high density development. However, there have been instances since 1986 in which substandard single family homes in medium density neighborhoods were demolished and replaced by triplexes.*

**Program 6:** The City shall cooperate to the maximum extent feasible with all public agencies and nonprofit housing organizations in mutual efforts to provide affordable housing.

*Status: This program has been implemented on a regular, on-going basis. The City cooperates with the County Housing Authority on a number of housing assistance programs and has prepared letters in support of Housing Authority grant and loan applications. The City has an excellent working relationship with CHISPA and has been very supportive of nonprofit developers providing ownership opportunities for lower and moderate income households.*

**Program 7:** Cooperate and work with the Monterey County Housing Authority to ensure retention of existing affordable units managed by the Authority and Section 8 certificates.

*Status: This program has been implemented on a regular, on-going basis. The Section 8 program has remained in effect and the MCHA units on Gabilan Court and in the area bordered by Eighth, Tenth, Alta, and Center Streets remain in operation.*

**Program 8:** Allow relaxation of development standards where necessary and appropriate, and where there is no threat to health, safety, and welfare of the City, for development proposals that would provide affordable housing through funds such as FmHA.

*Status: The City relaxed development standards to enable CHISPA to construct affordable units within Arroyo Estates and Sunrise Ranch. The zoning ordinance was amended to allow the smaller garages required by the FmHA. A formal policy or program for relaxing development standards, including affordability criteria for projects and a list of the specific standards to be relaxed, would be helpful.*

**Policy C:** The City shall encourage and promote innovative housing development that will help increase the number of affordable housing units.

*Status: The City has required the inclusion of units that are affordable to lower and moderate income households on scattered lots within market rate single family subdivisions. By integrating both types of units on the same block, the City has increased the affordable housing stock while also maintaining neighborhood quality. Gonzales has also promoted the development of rental duplexes and fourplexes within single family detached subdivisions.*

**Program 9:** Encourage and allow density bonuses to developments that provide low and moderate income units, according to State law.

*Status: The City has not yet amended its zoning ordinance to allow density bonuses for low and moderate income units due to limited staff resources and funding. This program should be carried out as part of a comprehensive zoning ordinance revision to be undertaken during the next two years. No density bonuses have been requested since the last Element was prepared.*

**Program 10:** Review the zoning ordinance to determine where modifications can be made to help provide more housing in areas appropriate for higher density residential development. Examples include reductions in lot coverage, setbacks, unit sizes, street and sidewalk widths, and allowance of zero lot lines.

*Status: The City was unable to conduct this review due to limited staff resources and funding. The City intends to revise its zoning ordinance during the next two years and should consider the possibility of reduced dimensional requirements in the Single Family zone at that time. Design guidelines are needed to ensure that reduced dimensional requirements or zero lot line lots are compatible with existing community character.*

**Policy D:** Enhance the livability of existing residential units by assuring that all housing units provide a healthy and safe environment for their inhabitants.

*Status: This policy still reflects the City's intentions and has been followed during the past six years. Through the City's inspection and code enforcement powers, a safe, healthy environment has been maintained. Health and safety code enforcement is coordinated*

*with the Monterey County Health Department. The City has provided administrative support to the County Housing Authority in their current lead abatement program. They have also supported the Volunteer Fire Department's program providing free smoke detectors to Gonzales households.*

Program 11: Continue development and refinement of housing rehabilitation programs for low to moderate income homeowners with federal and state funds.

*Status: The City has not received state and federal funds for housing rehabilitation since the last Housing Element was written. However, the program goal is still valid and the need for rehabilitation still exists. Additional federal and state funding should continue to be pursued.*

*In 1993, the City rescinded its rental inspection ordinance which required that rental units be inspected after being vacated. While the ordinance was an effective means of correcting code violations, it occasionally created a hardship for renters who had to wait until a unit was inspected before moving in. The waiting time to move into a vacant apartment has now been reduced and inspections are performed on a complaint-responsive basis.*

Program 12: The City should solicit federal and state funds for low interest loans and grants for the rehabilitation of ownership and rental properties.

*Status: Same comment as Program 11.*

Program 13: The City shall evaluate and coordinate all opportunities for providing services to new developments, including formation of assessment districts, federal and state grants, and joint powers agreements.

*Status: Gonzales has facilitated the extension of urban services to residential development areas throughout the last six years. A sewer assessment district was formed in 1986 to finance sewer extensions to Arroyo Estates and a bridge assessment district was formed to finance the widening of the Fifth Street overpass at Highway 101. These improvements enabled the construction of Arroyo Estates and Sunrise Ranch, both of which incorporated affordable single family homes. The City received a CDBG grant in 1987 to construct a*

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*new water tank and has provided discounted water rates to lower income households served by the tank.*

**Policy E:** Encourage housing opportunities for those with special housing needs, such as the elderly, large families, farmworkers, and female-headed households.

**Status:** *Due to limited state and federal funding, there have been no projects constructed for special needs populations since 1986. The existing Casa de Oro complex continues to provide opportunities for seniors, and the Serna Camp and Spencer Boarding House provide opportunities for farmworkers. Housing for large families has been provided at Arroyo Estates and Sunrise Ranch; however, these projects have primarily served moderate-income households.*

**Program 14:** Make maximum use of public and private resources to help solve special housing problems.

**Status:** *The City has utilized both public and private resources to address special housing circumstances. During periods of heavy demand for building inspection and plan checking services (e.g. the construction of Sunrise Ranch and California Breeze), Gonzales has added staff to handle the increased workload.*

**Program 15:** Encourage construction of larger-size units for large family households.

**Status:** *While Gonzales has encouraged such construction, it has not created any incentive or regulatory programs which ensure that such units are created. Most of the new ownership housing in the City contains three or four bedrooms. The rental units tend to be smaller and are not as well suited for large families. To address the shortage of new rental units for large families, the City has encouraged the construction of duplexes and fourplexes with relatively large floor plans.*

**Program 16:** Evaluate the suitability of parcels close to downtown for redevelopment and the provision of medium density residential development capable of providing housing for elderly and handicapped persons.

**Status:** *The City conducted an inventory of housing opportunities in 1991 to assist AMBAG in their population projections. The inventory identified the potential for 20 medium density units on scattered*

*sites, including several near downtown. No estimate of redevelopment potential has been made due to the lack of staff and funding to undertake such a study.*

Program 17: Cooperate with all public and private agencies and organizations such as the Salvation Army regarding emergency housing programs.

*Status: Gonzales has continued to support the emergency housing programs of the Salvation Army and various local churches. The City's Police Department assists homeless persons in finding emergency shelter and social services in Salinas.*

Policy F: The City shall support fair housing practices.

*Status: This policy still reflects the City's intentions and has been followed during the past six years.*

Program 18: The City shall cooperate with federal, state, and regional agencies to promote open housing choice and equal opportunity housing. The City will advise the State Department of Fair Employment and Housing of any complaints regarding housing discrimination received by the City.

*Status: No discrimination complaints were filed with the City between 1986 and 1992. A housing complaint was made due to substandard conditions at the Gonzales Inn, and the City required that the project be brought up to code.*

Policy G: Regulate the use of land to minimize energy consumption and maximize the efficiency of energy consumed.

*Status: The City has promoted compact growth and has only permitted development on sites contiguous to the existing urban area. Sidewalks are required in new development to encourage walking and reduce the need for auto travel. Gonzales has also promoted a balance between jobs and housing and has encouraged local job growth to reduce net out-commuting. The City's first major shopping center was constructed at Fifth and Highway 101 in 1992 with the hope of making the City more self-sufficient and reducing travel to Salinas and Soledad for groceries and other convenience goods.*

*The City has not added solar access provisions or design guidelines in its subdivision ordinance due to staff and funding constraints.*

Program 19: Promote programs that emphasize energy retrofitting in existing residential structures via insulation and weather stripping.

*Status: Gonzales has supported PG&E energy retrofitting and weatherization programs and has encouraged their use. PG&E provides low interest loans and rebates for home energy efficiency improvements and also provides energy audits to customers. Local financial assistance has not been provided due to the lack of funds.*

Policy H: Encourage energy production systems and energy conservation programs which would diversify our energy resources and facilitate reduced energy consumption.

*Status: See response to Program 19. No new energy production systems have been established in the City.*

Program 20: Promote the use of passive and active solar systems in new and existing residential buildings.

*Status: The City has permitted the use of solar energy systems; however, demand for such systems has been low due to the availability of relatively cheap, reliable electricity from PG&E.*

Policy I: Work with other local, state, and federal agencies, public utilities, and community organizations to implement energy conservation and longer range renewable energy development programs.

*Status: The City has cooperated with PG&E in its energy conservation and development programs. No local, state, or federal energy conservation or development programs have been initiated since the previous Housing Element was prepared.*

Program 21: The City shall cooperate with other local, state, and federal agencies, public utilities, and community organizations to implement energy conservation programs and identify community priorities in energy matters.

*Status: See response to Program 21.*

#### **4. Housing Actions**

Actions: (1) Develop strategy for ensuring a mix of zoning districts for annexed lands; (2) consider establishment of a High Density zoning district; (3) monitor future residential development according to densities provided;

(4) increase densities where possible to allow for redevelopment of substandard housing not suitable for rehabilitation.

*Status: (1) The City did not develop a formal strategy for ensuring a mix of zoning districts in annexed areas but did include both Single Family and Multi-family designations within the Arroyo Estates annexation area. (2) The new General Plan creates a Medium Density designation (8-12 units per acre) and a High Density designation (13-24 units per acre). Zoning revisions, including the creation of an "High Density Multi-family" district, will be made after the General Plan is adopted. (3) Residential development is monitored annually for the State Department of Finance. The monitoring specifies whether the units are single family, 2-4 units, or multi-family but does not track the actual density. (4) Increased densities to allow for the redevelopment of substandard housing have not been provided due to lack of City funds to undertake redevelopment, the lack of interest in such a program by the private sector, and concerns over the displacement of residents and disruption of neighborhoods.*

*Action: Pursue, with the County, methods to increase Section 8 rent subsidies within the City.*

*Status: The City has supported County efforts to increase local Section 8 funding. Due to funding restrictions at the federal level, the program has not been expanded since 1986.*

*Action: (1) Consider establishing a Manufacturing/Mobile Home district that creates smaller lots for new single family subdivisions; (2) review the zoning ordinance to determine where modifications, such as changes in lot coverage or setbacks, can be made in an effort to make more land available for affordable housing; (3) provide incentives to builders (such as density bonuses for the construction of affordable housing).*

*Status: (1) Gonzales did not create a Manufacturing or Mobile Home district and did not create a smaller lot size for single family development. No applications for new manufactured or mobile home parks have been received since the previous Element was adopted. (2) A comprehensive review of the zoning ordinance has not been conducted due to the lack of funds and staff to complete the work. However, the City recognizes the need for such a review and has made it a priority, following the adoption of the General Plan. (3) Density bonuses have not been provided, nor have they been requested by any landowners.*

Action: Work with utilities and media to promote retrofitting; develop format to review developments for use of solar site design features.

Status: *The City has supported PG&E's energy efficiency and retrofitting programs but has not taken an active role in promoting these programs due to the lack of staff. Lack of staffing has also prevented the City from developing a format to review solar access in new development.*

## **H. Goals, Policies, and Quantified Objectives**

### **1. Adequate Sites**

**Goal 1:** A sufficient supply of developable land to meet the housing needs of all current and future residents of Gonzales.

#### **Policies**

**Policy 1.1** Maintain a sufficient amount of vacant, residentially zoned land within the Gonzales Planning Area to support the housing needs identified in this Element; annex and rezone land when necessary to accommodate new housing.

**Policy 1.2:** Encourage a range of housing types and densities within the Gonzales Planning Area. Use a variety of residential zoning designations so that this range can be achieved.

**Policy 1.3:** Support the development of vacant, residentially zoned "infill" sites within the existing City limits.

**Policy 1.4:** Coordinate the provision of services, such as water, sewer, police, and fire, to those areas where development is planned, and take steps to ensure that public facilities are made available to meet the expected housing growth.

**Policy 1.5:** Promote balanced, orderly growth to reduce the need for inefficient service extensions which may ultimately add to the cost of housing.

**Quantified Objective:** Designate at least 60 acres of vacant land in the Gonzales planning area for residential development so that the fair share housing needs for the 1991-2000 period can be accommodated. This land should be zoned in a manner which enables the construction of at least 314 new units between January 1, 1994 and July 1, 2000.<sup>12</sup>

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<sup>12</sup> 314 units is the balance of the City's fair share housing need. Approximately 73 units were constructed between July 1, 1991 and December 31, 1993. See Table 26 for calculations.

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## **2. Development of Affordable Housing**

**Goal 2:** Safe, sanitary, affordable housing opportunities for lower and moderate income residents of Gonzales.

### **Policies**

- Policy 2.1** Encourage the construction of new housing that varies sufficiently in cost, design, and tenure to meet the needs of existing and future City residents. Opportunities which provide for Gonzales' share of regional housing needs for all income groups, as defined by the AMBAG Regional Housing Needs Plan, will be provided.
- Policy 2.2** Promote the balanced distribution of housing that is affordable to lower and moderate income households rather than concentrating such housing in a single location.
- Policy 2.3** Encourage residential builders and developers to include dwelling units suitable for rent or sale to low and moderate income households within their projects. However, to maintain the quality of life and small town character of Gonzales, all projects will be required to be consistent with all other General Plan objectives and policies.
- Policy 2.4** Use a variety of incentives to encourage affordable housing production, including but not limited to density bonuses, waiver of development fees or dedications, streamlined permitting, and use of public funds to reduce development costs. The City also will facilitate the use of federal or state programs which assist in the development of new housing that is consistent with identified Citywide housing needs and adopted local plans and programs.
- Policy 2.5** Support state, federal, regional, and County programs which improve the ability of private and nonprofit builders and developers to more effectively respond to local housing needs. Actions which create a positive, stable climate for housing production will be supported.
- Policy 2.6** Recognize manufactured housing and mobile homes as a viable alternative to the single family detached home. Land use regulations should not place undue restrictions on the siting of such homes but should include design standards which ensure

that they are compatible in character with the surrounding community.

- Policy 2.7** In accordance with State law, recognize second units ("in-law" units or "granny flats") as a potentially important component of the affordable housing supply, particularly for elderly renters. Such units shall be permitted in all residential zones, subject to specific compatibility criteria to be established by the City.
- Policy 2.8** Encourage the construction of self-help and owner-built housing as a means of increasing the supply of housing affordable to low- and moderate- income residents.
- Policy 2.9** Promote the use of innovative projects (such as planned unit developments) that help increase the number of affordable units. Where necessary to accommodate affordable units, residential density standards should be modified to allow smaller lot sizes, setbacks, and open space requirements. Concepts such as cluster development and zero-lot line housing should be considered, provided that projects meet design criteria which are established by the City and are compatible with the desired character of the community.
- Policy 2.10** Encourage projects incorporating affordable residential units above commercial uses within those areas designated "Mixed Use" on the Land Use Diagram.

**Quantified Objective:** Production of 95 new units affordable to very low-income households, 30 new units affordable to lower-income households, 105 new units affordable to moderate-income households, and 84 units affordable to above moderate income households between January 1, 1994 and July 1, 2000.<sup>13</sup>

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<sup>13</sup> See "Needs Assessment" Chapter for an explanation of how the figures were derived. These figures subtract out units already completed during the first third of the 1991-2000 planning period. Figures for the full 1991-2000 period are shown in Table 30.

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### **3. Conservation and Improvement of Existing Housing Stock**

**Goal 3:** Improved quality of the existing housing stock so that a safe, healthy environment is provided for all inhabitants.

#### **Policies**

- Policy 3.1** Support the conservation and rehabilitation of the existing housing stock in Gonzales. Public and private efforts which improve existing units while maintaining their affordability will be encouraged.
- Policy 3.2** Facilitate the use of federal and state programs which assist lower-income homeowners and renters in the maintenance and rehabilitation of their homes.
- Policy 3.3** Enforce local building codes to ensure that housing is safe and sanitary. When substandard dwellings cannot be economically repaired, the City will require their removal and, to the extent feasible, will assist occupants in finding suitable housing elsewhere.
- Policy 3.4** Require provision of replacement housing (or relocation of displaced residents) whenever housing units are demolished as a result of government activity, including redevelopment, road widening, and flood control improvements.
- Policy 3.5** Discourage the conversion of housing to non-residential uses unless replacement housing is provided at a comparable location nearby.
- Policy 3.6** Promote public awareness of the need for housing improvement and neighborhood conservation.
- Policy 3.7** Maintain a current inventory of all substandard housing units within the Planning Area.

#### **Quantified Objectives:**

(1) Pursue funding to rehabilitate at least 25 owner-occupied units (including 5 very low income units, 15 low income units, and 5 moderate income units) and 25 rental units (including 15 very low income units and 10 low income units) by July 1, 2000; and (2) Conserve at least affordable 40 very low income units through July 1, 2000 (through maintenance of the Section 8 voucher program).

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#### **4. Community Character/ Environmental Quality**

**Goal 4:** Residential development that protects property values, minimizes adverse environmental impacts, and conserves the small-town atmosphere of Gonzales.

##### **Policies**

- Policy 4.1** Maintain community design and improvement standards that provide for the development of safe, attractive, functional housing.
- Policy 4.2** Manage new residential development in a way which minimizes adverse impacts on natural resources and the overall living environment.
- Policy 4.3** Manage the development of land adjacent to existing residential areas in a way which minimizes adverse impacts on neighborhood character.
- Policy 4.4** Use zoning and General Plan designations to stabilize neighborhoods and protect the existing housing supply. To this end, low density residential areas that are currently developed with multi-family units should be designated as Medium or High Density Residential on the Land Use Diagram.
- Policy 4.5** Support projects and programs which engender community spirit and neighborhood pride.
- Policy 4.6** Support the development of integrated site lower income housing rather than the development of large self-contained lower income apartment complexes. Programs which require the inclusion of lower income housing within market-rate developments shall be encouraged.

**Quantified Objective:** Implement Programs 4.1 - 4.4 as described in the Action Program.

## **5. Fair Housing**

**Goal 5:** An end to housing discrimination on the basis of race, color, sex, religion, age, ancestry, marital status, children, or disability.

### **Policies**

**Policy 5.1** Support the enforcement of fair housing laws by appropriate State and County agencies.

**Policy 5.2** Encourage the development of housing which is affordable to persons who are locally employed, including lower and moderate income persons.

**Policy 5.3** Ensure that land development regulations and the General Plan do not have the effect of excluding lower-income groups.

**Policy 5.4** Promote public education and awareness regarding lower-income housing needs and fair housing requirements.

**Quantified Objective:** Implement Programs 5.1 - 5.2 as described in the Action Program.

## **6. Energy and Water Conservation**

**Goal 6:** Reduced housing expenses for energy and water.

### **Policies**

**Policy 6.1** Support state, federal, and utility industry programs which promote energy conservation and which assist homeowners and renters in reducing energy costs.

**Policy 6.2** Promote energy efficiency in existing and new housing. Zoning, subdivision, and building code regulations should encourage energy efficient architectural design and site planning.

**Policy 6.3** Promote public awareness of the benefits of energy conservation.

**Policy 6.4** Promote the use of water-saving devices, drought-tolerant landscaping, and other water conservation measures to achieve a reduction in home water bills for residential customers.

- Policy 6.5** Encourage energy conservation through land use and transportation policies. Such policies may include encouraging housing construction close to planned employment and shopping centers (to reduce auto use and gasoline consumption), and requiring sidewalks and bike lanes in new developments.

Quantified Objective: Work with PG&E to achieve energy retrofitting of 10 homes affordable to low and very low income households by 2000 and to achieve a 50 percent reduction in home energy use in these units. As required by State law, all newly constructed housing units and additions should be constructed according to Title 24 specifications for energy efficiency.

## **7. Removal of Constraints**

- Goal 7:** Fewer governmental constraints for constructing or rehabilitating housing.

### Policies

- Policy 7.1** Ensure that site improvement standards, development review procedures, and development fees do not form a constraint to the development, conservation, and rehabilitation of housing.
- Policy 7.2** Minimize excessive permitting requirements and processing delays so that projects can be approved in a timely manner.
- Policy 7.3** Allow certain development standards to be relaxed where necessary and appropriate and where there is no threat to the health, safety, and welfare of the City, for development proposals that would provide affordable housing (see Action Program 7.1).<sup>14</sup>
- Policy 7.4** Discourage excessive environmental review requirements and delays for projects that are otherwise consistent with the General Plan. The use of Focused EIRs, as defined by CEQA, should be encouraged.

Quantified Objectives: Maintain processing/turn-around time and building fees for affordable units at or below their current levels through 2000 (affordable units require less than 30 percent of gross income for families of

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<sup>14</sup> Typical standards that might be waived might are setbacks, parking space dimensions, and minimum lot width or lot size. Parking is generally not regarded as a requirement to be waived or significantly reduced, unless the project serves a population known to generate fewer trips than conventional housing.

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various sizes in Monterey County). Implement Programs 7.1 -7.6 as described in the Action Program.

## **8. Special Needs Populations**

**Goal 8:** Better housing opportunities for seniors, disabled persons, large families, single parent families, farmworkers, and persons in need of emergency shelter.

### **Policies**

**Policy 8.1** Encourage the use of state and federal housing assistance programs as they become available to assist groups with special housing needs.

**Policy 8.2** Encourage the development of housing for special needs groups, including seniors, disabled persons, large families, single parent families, farmworkers, and those in need of emergency shelter or transitional housing.

**Policy 8.3** Cooperate with local nonprofit and public agencies providing services for persons in need of emergency shelter.

**Policy 8.4** Encourage the development of housing which incorporates social services for particular populations, such as day care for single mothers, and health care or recreational activities for seniors.

**Quantified Objectives:** Between January 1, 1994 and July 1, 2000: (1) Produce 15 new units for lower-income seniors or disabled households, either in second units or in "mixed use" development in the downtown area, (2) Produce 35 new units for lower- and moderate-income large families, (3) Produce 10 new units for farmworkers, possibly by redeveloping underused second floors in downtown commercial buildings, and (4) Produce 10 new rental units for single parent households.<sup>15</sup>

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<sup>15</sup> See "Needs Assessment" Chapter for explanation on how figures were derived.

## **9. Coordination and Monitoring**

**Goal 9: Coordination and monitoring of local affordable housing efforts with other cities, the County, and nonprofits**

### **Policies**

**Policy 9.1** Monitor local progress towards the achievement of the objectives of this Housing Element.

**Policy 9.2** Coordinate local housing efforts with Monterey County, other South County cities, and local nonprofit developers of affordable housing.

**Quantified Objectives:** Implement Programs 9.1 - 9.7 as described in the Action Program.

**Table IV-31**  
**SUMMARY OF HOUSING TARGETS: JULY 1, 1991 - JULY 1, 2000 and**  
**JANUARY 1, 1994 - JULY 1, 2000<sup>a</sup>**

**HOUSING TARGETS, JULY 1, 1991 - JULY 1, 2000**

Quantified Objective	(1) New Construction	(2) Rehabilitation	(3) Conservation
Very Low Income	100	20	40
Low Income	40	25	0
Moderate Income	116	5	0
Above Moderate Income	131	0	0

<sup>a</sup> Table IV-31 has been formatted to recognize the fact that about half of the seven-year planning period has already transpired.

Notes: Column (1): "New construction" numbers have been derived by taking the AMBAG Totals for 1/1/89 through 7/1/2000 and subtracting out units built in 1989, 1990, and one half of 1991 (see Table IV-26).

**HOUSING TARGET FOR REMAINDER OF PLANNING PERIOD**  
**ONLY: JANUARY 1, 1994 THROUGH JULY 1, 2000**

Quantified Objective	(1) New Construction	(2) Rehabilitation	(3) Conservation
Very Low Income	95	20	40
Low Income	30	25	0
Moderate Income	105	5	0
Above Moderate Income	84	0	0

Notes:

- Column (1): The figures for January 1, 1994 through July 1, 2000 subtract out housing completed during the first half of the 2.5 years of the planning period (7/1/91 - 12/31/93) as described in Table IV-26.
- Column (2): The figures reflect the absence of public assistance funds for housing rehabilitation during the first half of the period and transfer the full rehabilitation need target to the second half of the planning period.
- Column (3): The figures represent the City's continued goal of conserving at least 40 Section 8 vouchers for Gonzales households.

## **I. Action Program**

This section of the Housing Element presents the action program which implements the Goals, Objectives, and Policies presented in the previous section. The action program is a mandatory component of the Element and must include specific steps that Gonzales will take to achieve the goals and objectives set forth in the previous section.

Housing programs are organized under nine headings, corresponding to the goals in the previous section. Each program includes a brief description accompanied by a list of responsible agencies, including the agency with lead responsibility, the timing of the program (and any associated milestones), and the funding source.

### **1. Programs to Ensure that Adequate Sites are Provided**

- 1.1: Annexation and Rezoning. The Land Use Element of the General Plan designates 252 acres of vacant land for Low Density Residential development and 25 acres of vacant land for Medium and High Density development. Earlier chapters of this Element determined that approximately 90 acres of this area would be available for residential use before July 1, 2000. Only about 31 acres of this land is within the current (1994) City limits, including 25 acres under construction with single family homes in California Breeze subdivision. Another 3.6 acres in this total are zoned for Light Manufacturing and need to be reclassified for residential use.

The City will work with LAFCO to expand its sphere of influence and will annex California Breeze Phases II and III before 2000.<sup>16</sup> This 59-acre area should be zoned for single family housing. The development should incorporate home-ownership opportunities for lower and moderate income households. The City will cooperate with the project proponent by granting consultation meetings and by working with the proponent in providing City services to the site. The City will continue to support the phasing of development within this area to avoid rapid surges in local population growth.

Following adoption of the new General Plan, the City will rezone the northerly 3.6 acres of the Fifth/Fanoe site from Light Manufacturing to

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<sup>16</sup> Phase II was annexed on March 27, 1995, after the initial preparation of this Element.

Multi-family Residential to enable the development of medium density rental units on the property. The City will encourage the development of this site with senior housing.

Responsible Agencies: City Manager (lead), Planning Department, Planning Commission, City Council  
 Timing: Annexation of California Breeze Phase III by July 1997; rezoning of the Fifth/Fanoe site by January 1997  
 Financing: Staff time (General Fund)

- 1.2: Creation of Mixed Use Housing Opportunities. Based on proposed zoning designations, the 90 acres identified in Action 1.1 will still be insufficient to meet the City's fair share of the regional housing need by 2000. Action 1.2 proposes that the City create additional opportunities for very low income units by creating a Mixed Use zoning district in the downtown area. The district would allow rental apartments on the upper floors of commercial buildings. This action, combined with Program 2.5, could potentially eliminate the shortfall of very low income housing units projected by 2000.

Responsible Agencies: City Manager (lead), Planning Department, Planning Commission, City Council  
 Timing: Revision of the zoning ordinance and map by June 1998  
 Financing: Staff time (General Fund)

- 1.3: Extension of City Services. Following adoption of its new General Plan, Gonzales will consider allocating funds for a citywide plan for public services addressing long-range water, sewer, drainage, solid waste, police, fire, and school capacities and the need for improvements to serve areas designated for new development. A variety of options for extending services to new development areas should be examined, including the formation of assessment districts, federal and state grants, joint powers agreements, and the issuance of municipal bonds.

Responsible Agencies: Public Works Department (lead), City Manager, Planning Department, Planning Commission, City Council  
 Timing: Complete Plan for public service improvements by January 1, 1997; apply for funding on an on-going basis

Financing: General Fund allocation for the plan,  
CDBG and FmHA water and sewer  
loan/grant funds for improvements

- 1.4: Maintenance of Land Supply. The City Council will not approve the rezoning of residentially zoned sites to allow non-residential uses unless: (1) the change is required for consistency with the new General Plan, or (2) the Council can make a finding that sufficient residential land exists elsewhere in Gonzales to meet the construction need identified by this Element.

Responsible Agencies: City Council (lead), Planning Commission,  
City Manager, Planning Department  
Timing: On-going  
Financing: Not required

- 1.5: Annual Report. As staffing and funding allows, the City will produce an annual report indicating the amount and location of vacant, residentially zoned land within the Gonzales planning area. The inventory will be made available to nonprofit housing developers as well as other interested parties requesting it.

Responsible Agencies: Planning Department (lead), Building  
Department  
Timing: On-going annual effort, beginning in 1996  
Financing: Staff time (General Fund)

- 1.6: Protection of Urban Growth Area. The City will work with the County to ensure that residential development remains feasible on parcels within the City's ultimate urban growth boundary. The City will oppose actions which prevent urban development from occurring within its Planning Area, including the subdivision of agricultural land into "ranchettes" or parcels smaller than 10 acres. The City will also oppose the use of agricultural easements to preclude development of the lands which it has designated for urban growth in its Land Use Diagram.

Responsible Agencies: City Manager (lead), Planning Department,  
Planning Commission, City Council  
Timing: On-going  
Financing: Staff time (General Fund)

- 1.7: Infill Development. The City will continue to investigate ways to encourage residential "infill" development on vacant lots in older sections of town. Staff will prepare a brief report to the City Council on the current supply of vacant and underutilized land in Gonzales, including the second floors of downtown buildings, underutilized commercial sites, and lots in the Multi-family district which are not developed to their fullest potential.

Responsible Agencies: Planning Department (lead), City Manager,  
City Council  
Timing: Prepare report for Council consideration by  
July, 1997  
Financing: Staff time (General Fund)

- 1.8 New Residential Zone. The City will broaden the range of residential densities within its boundaries by adding a High Density Multi-family Residential zone to its zoning ordinance. The existing Multi-family zone will be applied to areas designated "Medium Density Residential" in the General Plan and will allow densities up to 12 units per acre. By 1998, it is projected that about 40 acres will be zoned as such, including 5.6 acres of vacant land (with the potential for 58 units) and 35 acres of developed land.<sup>17</sup> By 1998, about 2 acres will be rezoned High Density Multi-family, all of which is developed. In the future, the High Density Multi-family zone will correspond to areas designated "High Density Residential" in the General Plan and will allow densities up to 24 units per acre.

Responsible Agencies: Planning Department (lead), City Manager,  
City Attorney, Planning Commission, City  
Council  
Timing: Complete comprehensive revision of the  
zoning ordinance, including creation of new  
High Density Multi-family zone, by June  
1998  
Financing: Staff time (General Fund)

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<sup>17</sup> The 5.6 acres includes the 5th and Fanoe site and four infill sites west of Highway 101.

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## **2. Programs Providing Housing Opportunities for Lower and Moderate Income Households**

- 2.1: Administrative and Technical Assistance. The City will provide administrative and technical assistance to private or nonprofit housing development corporations interested in developing housing for persons with lower and moderate incomes. Where appropriate, the City will support nonprofit and public agency applications for state and federal loan and grant monies to initiate the construction of affordable housing.<sup>18</sup>

Responsible Agencies: All City Departments (lead: City Manager's Office)  
Timing: On-going  
Financing: Staff time (General Fund)

- 2.2: Manufactured Housing. The City will support the use of manufactured housing and mobile homes as a more affordable alternative to conventional single family homes. The Gonzales zoning ordinance will be amended to conform to State Law (Chapters 1571 and 1572, Statutes of 1988) with manufactured housing on permanent foundations permitted on any lot in a Single Family or Multi-family Residential zone. Such housing will still need to comply with all other provisions for dwellings in these zones. Prior to amendment of the zoning ordinance, the City will consider developing site and architectural review guidelines for manufactured housing which ensure that such housing is attractive and compatible with community character. By State law, these guidelines may not be more restrictive than those which apply to conventional homes in the same zone.

Responsible Agencies: City Manager (lead), Planning Department, City Attorney, Planning Commission, City Council  
Timing: Complete comprehensive revision of the zoning ordinance, including new provisions for manufactured housing, by June 1998  
Financing: Staff time (General Fund)

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<sup>18</sup> Throughout the Action Program, "affordable" housing refers to housing that requires no more than 30 percent of gross income. Affordability varies by household income and household size. Definitions of affordability for very low, low, moderate, and above moderate income households of varying sizes are determined by Monterey County on a regular basis. A household of 4 people is usually assumed when calculating affordability for low and moderate income households.

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- 2.3: Density Bonuses. As required by State law, the City will amend the Gonzales zoning ordinance to allow density bonuses. A density bonus of 25 percent will be made available to developers of projects of five units or more which designate: (a) at least 20 percent of the units for lower income households; OR (b) 10 percent of the units for very low income households; OR (c) 50 percent of the units for seniors (Government Code Section 65915). If State density bonus requirements change before the City's zoning ordinance update is completed, the City will incorporate the appropriate successor program in its ordinance.

Responsible Agencies: City Manager (lead), Planning Department, City Attorney, Planning Commission, City Council

Timing: Complete comprehensive revision of the zoning ordinance, including provisions for density bonuses, by June 1998

Financing: Staff time (General Fund)

- 2.4: Inclusionary Housing. The City will amend the Gonzales zoning ordinance to codify the current inclusionary housing policy and to require that affordable units are integrated within project boundaries for new developments. The current policy requires single family residential subdivisions to set aside at least 10 percent of the new units for housing affordable to lower income households. In amending the zoning ordinance, consideration will be given to raising the requirement to 20 percent (possibly earmarking the additional 10 percent for "moderate income" households) and to collecting an "in-lieu fee" for projects of 5 units or less which do not incorporate low or moderate income units.

To encourage distribution of lower income housing throughout the community, project proponents will be required to meet their inclusionary requirements within their project boundaries rather than on sites elsewhere in the City.

Responsible Agencies: City Attorney (lead), Planning Department, City Manager, Planning Commission, City Council

Timing: Complete comprehensive revision of the zoning ordinance, including provisions for inclusionary housing, by June 1998

Financing: Staff time (General Fund)

- 2.5: Accessory Units. In accordance with State Law, the City will amend the Gonzales zoning ordinance to include provisions for accessory (or "second") units in the Single Family and Multi-family Residential zones. Such units will be required to meet dimensional, area, parking, and occupancy standards to be developed by the City.

Responsible Agencies: City Manager (lead), Planning Department, City Attorney, Planning Commission, City Council

Timing: Complete comprehensive revision of the zoning ordinance, including provisions for accessory units, by June 1998

Financing: Staff time (General Fund)

- 2.6 Smaller Lot Sizes. The City shall consider one or more zoning ordinance amendments so that a greater diversity of residential development can be accommodated. Possibilities to be considered may include: (1) reduction of the minimum lot size in the Single Family zone to 5,000 square feet, subject to urban design criteria addressing parking, noise, aesthetics, landscaping, etc.; (2) allowance of "zero lot line" developments subject to similar criteria; (3) reduction of the street frontage requirement for new lots from 60 to 50 feet; (4) splitting the Single Family district into two zones, one maintaining the 6,000 square foot minimum and another permitting smaller lots but still limiting uses to single family homes.

Responsible Agencies: Planning Department (lead), City Manager, Public Works Department, Planning Commission, City Council

Timing: Staff report on possible zoning options by December 1996; to be included as part of the work plan for the comprehensive zoning ordinance revision.

Financing: Staff time (General Fund, CDBG Planning and Technical Assistance Funds, if possible)

- 2.7 PUD Designation. The City will consider a zoning ordinance amendment that allows a Planned Unit Development (PUD) Designation for sites that are four acres or larger. Properties receiving this designation would be provided with greater flexibility in residential design and more creative utilization of land.

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Responsible Agencies:	Planning Department (lead), City Manager, Public Works Department, Planning Commission, City Council
Timing:	Staff report on possible PUD designation by January 1, 1997
Financing:	Staff time (General Fund, CDBG Planning and Technical Assistance Funds, if possible)

- 2.8 Mixed Use Development. The City will encourage the development of housing over existing or new commercial space in the area designated "Mixed Use" on the Land Use Diagram. Priority will be given to such housing when it consists of rental units that are affordable to lower income households, particularly senior or disabled households.

Responsible Agencies:	Planning Department (lead), Planning Commission
Timing:	Complete comprehensive revision of the zoning ordinance, including provisions for mixed use, by June 1998
Funding:	None required

- 2.9: Additional Incentives. The City will explore the feasibility of additional incentives to developers of projects containing units affordable to lower and moderate income families. These incentives would generally apply only to projects which deed restrict 25 percent of the housing for lower and moderate income households. Incentives to be considered will include (1) fast track or priority processing to reduce developer holding costs; (2) reduction of certain processing and permitting fees, including use permit fees, rezoning fees, preliminary and tentative map fees, final map fees, general plan amendment and processing fees, and impact fees; and (3) flexibility on setbacks and other development standards such as off-street parking for senior housing.

Responsible Agencies:	City Manager (lead), Planning Department, Public Works Department, Building Official, Planning Commission, City Council
Timing:	Create a package of additional incentives as part of the comprehensive zoning ordinance revision, to be completed by June 1998
Financing:	Staff time (General Fund)

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- 2.10: Mortgage Revenue Bonds. The City will support the Monterey County Housing Authority in any future issue of Mortgage Revenue Bonds (MRBs). Such bonds provide low cost, tax-exempt financing to developers who make a portion of the units in their projects available to low and moderate-income homebuyers.

Responsible Agencies:	Monterey County Housing Authority/Private Developers
Timing:	Depends on availability of funds, developer interest, and market conditions
Funding:	No cost to City

- 2.11: Mortgage Credit Certificates. The City will support the future use of Mortgage Credit Certificates (MCCs) by the Monterey County Housing Authority. MCCs are used in lieu of MRBs as a means of increasing home ownership opportunities for moderate income households. The MCC entitles first-time buyers with incomes less than 115 % of the County median to reduce their federal taxes by an amount above the usual interest deduction. This allows homebuyers to use more of their incomes on mortgage payments, increasing their effective buying power.

Responsible Agencies:	Monterey County Housing Authority
Timing:	Depends on actions taken by Monterey County
Funding:	No Cost to City

- 2.12: First-Time Homebuyer Programs. The City will encourage developers to apply for financing through federal and state programs which assist first time homebuyers. These include the FmHA 502 interest subsidy program and the California Housing Finance Agency home mortgage program. Both programs provide low-interest loans to low and moderate income households purchasing newly constructed homes. The interest rate varies according to the applicant's adjusted family income.

Responsible Agencies:	City Manager (lead), City Council, private sector
Timing:	On-going
Funding:	Farmers Home Administration 502 program, CHFA low interest loans

- 2.13: Affordable Rental Housing Construction. The City will encourage developers to apply for state and federal financial assistance to construct rental housing that is affordable to low and moderate income families. Such assistance may include low interest loans, grants, and rent subsidies, and is available through the California Housing Finance Agency and the Farmers Home Administration. The achievement of this objective depends on the availability of funding through these programs.

Responsible Agencies: City Manager (lead), City Council, private sector  
Timing: On-going  
Funding: FmHA 515 Rental Housing Construction  
CHFA Rental Housing Construction

- 2.14: Rental Subsidies. The City will support the Monterey County Housing Authority's implementation of the Section 8 housing voucher program. Section 8 is a tenant-based assistance program which provides a subsidy to a landlord based on the difference between 30 percent of the tenant's income and market rent for the unit. Gonzales will support the MCHA's attempts to secure additional funding for the Section 8 program in the City. The City will also support the use of the FmHA Section 521 rent subsidy program for families and seniors living in FmHA-funded projects.

Responsible Agencies: Monterey County Housing Authority  
Timing: On-going  
Funding: HUD Section 8 Program, FmHA Section 521

- 2.15: Predevelopment Loans. The City will support the use of programs which assist nonprofit developers in covering front end costs for affordable housing developments. Such programs include the State Predevelopment Loan Program which provides low-interest loans to nonprofit builders for the purchase of land, site preparation, construction of infrastructure, and payment of architectural and engineering fees.

Responsible Agencies: Private (nonprofit) sector (lead), with administrative support from Planning Department, Public Works Department, and City Manager

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Timing:	On-going
Funding:	California Predevelopment Loan Program

- 2.16: Self-Help Housing. The City will support the use of state and federal "self-help" housing programs which enable low and moderate income homeowners to build their own homes. At the State level, the California Self-Help Housing Program provides technical assistance grants to nonprofits and local governments who provide technical assistance, loan counseling, and mortgage assistance to lower and moderate income homebuyers. At the Federal level, FmHA 523 funds provide similar grants, while FmHA 524 funds may be used to cover front-end costs for self-help projects.

Responsible Agencies:	Nonprofit developers (lead), with administrative support provided by Planning Department, Public Works Department, and City Manager
Timing:	On-going
Funding:	California Self Help Program, FmHA 523/524

- 2.17: Additional Programs. The City will support new housing assistance programs which may become available in the future if they appear to address the housing needs identified in this Element. If such programs become available, the City should provide notification through the local media to Gonzales residents who may be eligible for assistance.

Responsible Agencies:	City Manager
Timing:	On-going
Funding:	Staff time (General Fund)

### 3. Programs to Conserve and Improve Existing Housing

- 3.1 Code Enforcement. The City will continue to use its property inspection and code enforcement authority to abate nuisances and maintain a safe, healthy living environment. Enforcement will continue to be conducted on a complaint-responsive basis.

Responsible Agencies:	Building Department (lead), County Health Department, Public Works Department
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Timing:	On-going
Funding:	Staff time (Existing program; no additional cost)

- 3.2: Building Inspection. Pursuant to State housing law, the City will continue to require that all housing units being built, rehabilitated, expanded or relocated be inspected by the Building Department.

Responsible Agencies:	Building Department
Timing:	On-going
Funding:	Permit/ impact fees

- 3.3: Rental to Owner Conversions. The City will discourage the conversion of rental housing to owner occupied housing if the citywide rental vacancy rate is below 5 percent. As funding and staffing allow, the Planning Department will estimate the vacancy rate once a year based on a survey of rental units at major apartment complexes in the City.

Responsible Agencies:	Planning Department
Timing:	Vacancy rate estimate to be determined annually, during period of peak seasonal labor force, beginning in 1997
Funding:	Staff time (General Fund)

- 3.4: Rental Rehabilitation. The City will support state and federal programs which assist in the rehabilitation of rental housing units. First priority will be for rehabilitating rental units violating health and safety codes. Possible programs include:

- (a) *California Housing Rehabilitation Program for Renters (CHRP-R)*, which provides low interest loans for the preservation and rehabilitation of unreinforced masonry apartments and the rehabilitation or acquisition of substandard lower income rental housing to bring them into compliance with the State's Health and Safety Code;
- (b) *State HCD Deferred Payment Rehabilitation Loan Program (DPRLP)*, which provides low interest loans to the owners of existing rental homes and apartments for the purpose of rehabilitating these units. Owners are required to maintain the

rents at levels that continue to be affordable to lower and moderate income households after the work is completed;

- (c) *CDBG funds* for housing rehabilitation; and
- (d) *Section 8 Moderate Rehabilitation Program*, which guarantees Section 8 payments to the owner of developments that are being rehabilitated, provided that the tenants are not displaced during rehabilitation.

Responsible Agencies:	Building Department (CDBG rental rehab); Monterey County Housing Authority (CHRP-R, DPRLP, Section 8)
Timing:	Applications for funding are submitted by the County on an on-going basis
Funding:	Staff time required for administration; CHRP-R, DPRLP, HUD Section 8, CDBG for construction

3.5: Rehabilitation Loans for Owner-Occupied Units. The City will support local participation in state and federal programs which provide low-interest loans and grants for the rehabilitation of owner-occupied homes. These programs include:

- (a) *California Housing Rehabilitation Program for Owners (CHRP-O)*, which provides low-interest deferred payment loans up to \$30,000 for rehabilitation of single family homes occupied by lower-income households;
- b) *CDBG funds* for rehabilitating housing units occupied by lower income households; and
- c) *Farmers Home Administration 504*, which allocates home repair loans up to \$7,500 at one percent interest to very low income families for health- and safety-related repairs.

Responsible Agencies:	Monterey County Housing Authority for CHRP-O loans, City Manager (lead), Planning Department, Finance Department, City Council for FmHA 504 loans and CDBG grants
Timing:	Apply for FmHA 504 and CDBG funds on an on-going basis

Funding: Staff time for applications; funds from  
CHRP-O, FmHA 504, and CDBG for  
rehabilitation work

- 3.6: Enforcement of Labor Camp Standards. The City will support the Monterey County Environmental Health Department as needed in its enforcement of the State's Employee Housing Act (Title 25) within Gonzales. This Act applies minimum health and safety standards to employer-owned labor camps with five or more employees. There are two such camps located within the city.

Responsible Agencies: Building Department (lead), Monterey  
County Environmental Health Department  
Timing: On-going program; occupancy permits  
renewed annually  
Funding: Staff time (General Fund)

- 3.7: Additional Programs. The City Manager's office will continue to confer with federal, state, and local officials to monitor the availability of housing assistance programs, tax credits, and other opportunities for housing rehabilitation.

Responsible Agencies: City Manager  
Timing: On-going  
Funding: Staff time (General Fund)

#### 4. Programs to Protect Community Character

- 4.1: Housing Preservation. The City will continue to promote the preservation and rehabilitation of older homes in Gonzales. Exterior alterations and additions to single family homes will be reviewed to ensure that the architectural integrity of the structure is maintained. Demolition of older homes will be discouraged unless: (1) the home poses a health or safety hazard and cannot be economically restored, or (2) the replacement housing will provide additional needed dwelling units and will be architecturally compatible with the neighborhood.

Responsible Agencies: Planning Department (lead), Building  
Department, Gonzales Historical Society  
Timing: On-going  
Funding: Staff time (General Fund)

- 4.2: Residential Design Guidelines. The City will consider adopting residential design guidelines which, among other things, would address ways to achieve densities of 8-12 units per acre using townhomes, manufactured housing/ mobile homes, cottages, duplexes, triplexes, and fourplexes. The intent of the guidelines would be to preserve the single family character of Gonzales while creating new opportunities for low and very low income housing. Creative solutions which are compatible with the existing character of Gonzales will be encouraged. These could include small rental cottages on large lots (similar to the development on "C" Street and South Alta), duplexes and triplexes that are designed to resemble single family homes, and well-landscaped mobile home parks.

Because funds to develop design guidelines are limited, the City will explore the possibility of a no-cost cooperative effort with a nearby college or university Architecture Department (through a classroom "studio"), or the use of a design competition to generate creative solutions. If this proves infeasible, the City will obtain design guidelines from other cities facing similar issues and will adapt these guidelines to reflect local conditions.

Responsible Agencies:	Planning Department (lead), City Manager, Planning Commission, City Council
Timing:	To be tied in with zoning ordinance revision and completed by June 1998
Funding:	Staff time (General Fund)

- 4.3: General Plan Update. The City will adopt a new General Plan by July 1996, including this Element and all others mandated by the State. Each element will incorporate policies which maintain the quality of life and protect the character of the City from growth-induced changes. In accordance with State law, the City will review the content of its General Plan on a yearly basis and will update the Plan from time to time as conditions and issues change.

Responsible Agencies:	Planning Department (lead), City Manager, Planning Commission, City Council
Timing:	Adopt Plan and certify EIR by July 1996
Funding:	Staff and consultant time (General Fund)

- 4.4: Rezoning. Following the adoption of the new General Plan, the City will update its zoning ordinance and zoning map to ensure consistency. Areas designated "Low Density Residential" in the Plan will generally be zoned "Single Family," areas designated "Medium Density Residential" will generally be zoned "Medium Density Multi-family," and areas designated "High Density Residential" will generally be zoned "High Density Multi-family."

Responsible Agencies: Planning Department (lead), City Manager,  
Planning Commission, City Council  
Timing: Complete comprehensive revision of the  
zoning ordinance and map by June 1998  
Funding: Staff and consultant time (General Fund)

## 5. Programs Promoting Fair Housing

- 5.1: Public Information. The City will promote education and awareness of fair housing laws by making public information on these laws available. Bilingual fair housing materials will be posted in prominent locations at City Hall, the Post Office, local churches, the Gonzales Senior Center and Community Room, the Gonzales Public Library, and if possible, local grocery stores. The City will also explore placement of an informational flyer on fair housing complaints at these locations.

Responsible Agencies: City Clerk (lead), Planning Department  
Timing: Post materials by December 1996  
Funding: Staff time (General Fund)

- 5.2: Discrimination Complaints. The City will direct residents with discrimination complaints to the State Department of Fair Employment and Housing. The City will also support the Mediation Center of Monterey County and the County Housing Authority if they are requested to address any future discrimination complaints in Gonzales.

Responsible Agencies: City Clerk (lead)  
Timing: On-going  
Funding: None required

**6. Programs Promoting Energy and Water Conservation**

- 6.1: Title 24. The City will continue to require compliance with the Title 24 energy efficiency standards established by the California Energy Commission. Adhering to these standards can reduce energy costs in new construction by as much as 50 percent. The standards are state-mandated and are already being followed by the City; no further local code changes are required.

Responsible Agencies: Building Department  
Timing: On-going  
Funding: Building Permit fees (on-going program)

- 6.2: Property Transfer Inspections. If staff resources become available, the City will consider adopting a property inspection ordinance which would require that all dwelling units be inspected for compliance with Title 24 regulations at the time they are sold. Sellers of units which lack the recommended energy-efficient features would be required to cover the cost of upgrading the units prior to sale.

Responsible Agencies: Building Department (lead), City Manager, City Council  
Timing: Prepare Staff Report outlining the provisions and logistics of such an ordinance by January 1997  
Funding: Property Inspection Fee

- 6.3: Amendments to Subdivision Regulations. The City will consider amending the Gonzales Subdivision Regulations to include provisions for energy conserving design. These provisions could include landscaping requirements for parking lots, allowing narrower streets with tree plantings, and site planning criteria which achieve optimal solar access. The City will also encourage the use of energy-efficient appliances, heating, and air conditioning systems within new homes and apartments.

Responsible Agencies: Planning Department (lead), Building Department, City Manager, City Council  
Timing: Perform as part of the comprehensive zoning ordinance revision, to be completed by June 1998  
Funding: Staff time (General Fund)

- 6.4: Support of PG&E Programs. The City will continue to support Pacific Gas and Electric programs which reduce residential energy costs. These programs include energy audits and weatherization of existing homes, rebates for energy efficiency upgrades, and reduced rates for seniors and lower income households.

Responsible Agencies: Building Department (lead), Public Works Department  
Timing: On-going  
Funding: Private sector (PG&E)

- 6.5: Water Conservation. The City will continue to promote ways to reduce monthly home water bills. Such measures already include: (a) requiring new houses to utilize low-flow toilets, low-flow shower heads, and low-flow faucets consistent with the requirements of the Monterey County Water Resources Agency, and (b) requiring the use of drought-tolerant landscaping within new developments (as specified in the State Model Landscape Ordinance). The City will also support new water retrofitting programs undertaken by the Monterey County Water Resources Agency, such as providing free low-flow plumbing fixtures to existing customers in Gonzales.

Responsible Agencies: Building Department (lead), Public Works Department, Planning Department  
Timing: On-going  
Funding: Staff time (General Fund)

## **7. Programs to Reduce Governmental Constraints to Housing Production**

- 7.1: Relaxation of Development Standards. The city will establish criteria for relaxing development standards to encourage the development, conservation, and rehabilitation of affordable housing in the city. The criteria would address the location and price range of the units, the type of occupants to be served, and the long-term commitment of the project to remain affordable. Standards to be relaxed might include square footage requirements, setback requirements, lot sizes, and minimum pavement widths.

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Responsible Agencies:	Planning Department (lead), City Manager, Public Works Department, Building Department, Planning Commission, City Council
Timing:	Develop criteria for relaxing development standards and list of possible standards to be relaxed in conjunction with zoning ordinance update, to be completed by June 1998
Funding:	Staff time (General Fund)

- 7.2: Streamlined Processing. The City will continue to promote streamlined development processing for all development and will explore measures to reduce delays in project approval. Consideration will be given to adopting a resolution which gives first priority in processing and plan checking to projects which set aside at least 30 percent of their units for lower income households.

Responsible Agencies:	City Manager (lead), Building Department, Planning Department, City Council
Timing:	Prepare Draft Resolution for Council Consideration by July 1997
Funding:	Staff time (General Fund)

- 7.3 Fee Reductions. The City will consider a policy which reduces development impact fees by 20 percent for projects which serve lower income households, and for projects which reuse vacant upper floor space in commercial buildings.

Responsible Agencies:	City Finance Director (lead), Public Works Department, City Manager
Timing:	Adopt fee reduction policy by June 1997
Funding:	Staff time (General Fund)

- 7.4: Reduced Infrastructure Costs. The City will apply for future Federal funds for water and sewer improvements. If successful in obtaining grant money, the city will consider using a portion of the funds to write down infrastructure improvement costs for development sites in its urban growth area. This would reduce private construction costs and could in turn encourage job growth and more affordable home prices.

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Responsible Agencies:	City Finance Director (lead), Public Works Department, City Manager
Timing:	Apply for funds bi-annually
Funding:	Community Development Block Grants

- 7.5: Review of Other Agency Plans. The City will carefully review all plans and policies of Monterey County, the Monterey Bay Air Quality Management District, the Monterey County Water Resources Agency, LAFCO, and other public agencies to ensure that these agencies do not take actions which constrain Gonzales' ability to meet its existing and future housing needs.

Responsible Agencies:	Planning Department (lead), City Manager, City Council
Timing:	On-going
Funding:	Staff time (General Fund)

- 7.6: Consider Allowing Multi-Family Units by Right in Multi-Family Zoning Districts. The City will consider modifying use permit requirements for multi-family units. A number of options should be examined, including: (a) waiving the use permit requirement for projects which contain fewer than 5 units; (b) waiving the use permit requirement for projects which meet certain standards, including setbacks, floor area ratio, lot coverage, etc.; (c) waiving the use permit requirements in the new High Density Multi-family zone only and maintaining it in the Medium Density Multi-family zone; (d) replacing the use permit requirement with stricter project design standards in the Multi-family zones; and (e) giving the Planning Commission the authority to grant a use permit without City Council approval. These options should be studied and considered by July 1997.

Responsible Agencies:	City Council (lead), City Manager, Planning Department, Planning Commission
Timing:	July 1997
Funding:	Staff time (General Fund)

## **8. Programs for Special Needs Populations**

- 8.1: Senior and Disabled Housing. The City will encourage nonprofit sponsors to apply for HUD Section 202 funds for the construction of rental housing for senior and disabled households. The City will take the actions necessary to expedite processing and approval of such projects if Section 202 funds are received, including assisting the sponsors in locating appropriate sites.

Responsible Agencies:	City Manager (lead), Planning Department
Timing:	On-going
Funding:	Staff time for administration; HUD Section 202 for construction

- 8.2: Disabled Access. The City will survey local apartment owners to develop an inventory of units which are equipped for physically disabled persons. The City will then work with the Gonzales Public Library to create a referral service for disabled persons who are seeking information on the availability of such units. Owners of such units will be requested to give first priority in renting the units to disabled persons when they become vacant.

Responsible Agencies:	Building Department (lead), Planning Department, City Clerk, Gonzales Public Library
Timing:	Develop inventory by October 1996
Funding:	Staff time (General Fund); possible donation of time by volunteers

- 8.3: Migrant Farmworker Housing: Site Identification. The City will assist the Monterey County Housing Authority, agricultural employers, and nonprofit sponsors in locating suitable sites for migrant farmworker housing within the Gonzales vicinity. If an appropriate site is located immediately adjacent to the city, Gonzales will permit its annexation and connection to municipal water and sewer systems at the time the City approves the project. Any migrant farmworker housing constructed will be required to meet the building code requirements set by the State Office of Housing and Community Development.

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Responsible Agencies:	Monterey County Housing Authority (lead), Planning Department, Public Works Department
Timing:	On-going
Funding:	Staff time (General Fund)

- 8.4: Migrant Farmworker Housing: Funding. Gonzales will encourage nonprofit sponsors and/or the Monterey County Housing Authority to apply for FmHA 514/516 grants and loans that help finance the construction of Migrant Farm Worker rental housing in the Gonzales vicinity.

Responsible Agencies:	Monterey County Housing Authority
Timing:	On-going
Funding:	Farmers Home Administration 514/516 program

- 8.5: Conversion of Labor Camps to Cooperatives. The City will support the efforts of Monterey County to convert certain farm labor camps into cooperative housing ("co-ops") using HUD Section 213 funding. If such conversions are proposed in the vicinity of Gonzales, they will be supported provided that the units are reserved for permanent farmworkers.

Responsible Agencies:	Monterey County Community Development/nonprofit sponsors
Timing:	On-going
Funding:	HUD Section 213

- 8.6: Single Room Occupancy (SRO) Units. The City will support the development of single room occupancy units and boarding houses on appropriate sites to accommodate single farmworkers. The zoning ordinance should be reviewed to identify specific zoning designations in which these facilities would be compatible. A possible zoning amendment which would set development standards for SROs, including standards for allowing such uses above commercial space in the Mixed Use district, will be considered.

Responsible Agencies:	Planning Department (lead), City Manager, Planning Commission, City Council
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Timing:	Complete comprehensive revision of the zoning ordinance, including provisions for SROs, by June 1998
Funding:	Staff time

8.7: Homelessness. While Gonzales does not have a visible homeless problem, it is recognized that from time to time, persons in the City may be unable to afford decent shelter. The City will take the following steps to assist such persons:

- (a) cooperate with agencies providing emergency housing to those in need, including public agencies such as the County Department of Social Services and private agencies such as the Salvation Army and local churches;
- (b) nomination of a local representative to the Monterey County Commission on Homelessness. The members of the Commission are appointed by the Board of Supervisors to oversee the implementation of the Monterey County Homeless Services Plan;
- (c) cooperation with Monterey County in their efforts to obtain funds and land throughout the County for homeless prevention services, emergency shelter, and transitional housing; and
- (d) amendment of the zoning ordinance to make transitional housing and emergency shelter allowable uses within at least one zoning district in Gonzales, subject to a Use Permit and conformance to specific development standards.

Responsible Agencies:	Planning Department (lead), City Manager, Planning Commission, City Council
Timing:	Complete comprehensive revision of the zoning ordinance, including provisions for transitional housing and emergency shelters, by June 1998
Financing:	Staff time (General Fund)

8.8: Large Family Housing. The housing needs assessment found that overcrowding was a significant problem in Gonzales and that there was a need for housing suitable for large families. In light of these conditions, the City will encourage affordable residential developments

that contain an increased number of three, four, and five bedroom units. Possibilities to be considered could include:

- (a) requiring all projects with five or more units (except those for seniors or disabled persons) to contain three or more bedrooms in at least 20 percent of the units;
- (b) allowing increased height limits or reduced setbacks as an incentive to build larger units;
- (c) allowing fee reductions for families that are adding bedrooms in existing homes classified as overcrowded (one or more persons per room) by the US Census;
- (d) using development agreements to negotiate the provision of large units within new subdivisions;
- (e) reviewing the Gonzales zoning and subdivision ordinances and the Gonzales Building Code to make sure that there are no barriers to building large units within residential zones; and
- (f) giving first priority in allocating low-interest rehabilitation loan monies to large family households who are improving unfinished space to alleviate overcrowding in their homes.

Responsible Agencies:	Planning Department (lead), City Manager, Building Department
Timing:	Perform as part of zoning ordinance revision, to be completed by June 1998
Funding:	Staff time (General Fund)

- 8.9: Single Parent Households. The City will consider modifications to its zoning and building standards to eliminate any barriers to the construction of housing serving single parent households. Planning and Building Staff will work with developers and architects to explore designs which respond to the needs of single parent households. Such designs might include the provision of on-site day care and after-school child care facilities within multi-family residential developments, or the provision of shared kitchen and dining facilities in certain units. Consideration will also be given to an ordinance which requires child care facilities for projects which are larger than 100 units.

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Responsible Agencies:	Planning Department (lead), Building Department, City Manager
Timing:	Complete by June 1998 as part of comprehensive zoning ordinance revision
Funding:	Staff time (General Fund)

- 8.10: Room-mate Referral Bulletin Board. The City will support the establishment of a room-mate referral wall bulletin board at the Public Library to assist single parent families that wish to reduce housing costs through shared living arrangements.

Responsible Agencies:	Planning Department (lead), Gonzales Public Library
Timing:	Set up Bulletin Board by March 1997
Funding:	None required

## **9. Programs to Promote Monitoring and Coordination**

- 9.1: Monitoring Program. The City will establish a monitoring program to track local housing activity. The program will document the number of units added, rehabilitated, and demolished, as required by the State Department of Finance. It will also identify the number of units produced using government programs such as FmHA 502. As funding and staffing allow, an annual report will be prepared by the Planning Department documenting the data. This will facilitate the evaluation of the Housing Element's effectiveness during its next Update. A summary of the data will be presented to the Planning Commission and City Council each January.

Because the City's policy is to distribute lower income units around Gonzales rather than concentrating them in a single location, the monitoring program will also map the location of the new affordable units produced each year. If such housing appears to be concentrated in one particular area, the city will explore corrective actions so that a more balanced distribution is achieved.

Responsible Agencies:	Planning Department (lead), City Manager, Planning Commission, City Council
Timing:	Prepare report annually, beginning in January 1997
Funding:	Staff time (General Fund)

- 9.2: Funding Status Report. Every 2 years or as Staff time allows, the City's Finance and Planning Departments will prepare a report evaluating the eligibility of Gonzales for various state and federal grants and loans for the construction and rehabilitation of housing, and the improvement of local infrastructure.

Responsible Agencies: Finance Department (lead), Planning Department  
Timing: Complete first report by June 1997  
Funding: Staff time (General Fund)

- 9.3: Housing Advisory Committee. If the need arises, the City will form a Housing Advisory Committee consisting of interested residents, representatives of local financial institutions, affordable housing advocates, social service organizations, builders/ developers, CHISPA, and City staff. The function of the Committee would be to advise the Gonzales City Council and Planning Commission on Housing policy and program matters.

Responsible Agencies: City Manager (lead), City Council, Planning Commission  
Timing: Evaluate the need for a Committee on an annual basis  
Funding: Staff time (General Fund); Committee members to serve on a voluntary basis

- 9.4: Participation in Fair Share Allocation Process. The City is provided with a limited time period to review the AMBAG Housing Needs Plan each time it is prepared (every five years). The City will continue to work with AMBAG during this period to ensure that local needs are accurately reflected.

Responsible Agencies: Planning Department, City Council  
Timing: Participate in 1996-1997  
Funding: Staff time (General Fund)

- 9.5: Intergovernmental Cooperation. The City will continue to work with Monterey County and with other communities in the South County area in the development of cooperative agreements to meet the fair share housing goals of these communities.

Responsible Agencies: All City Departments, City Council  
Timing: On-going  
Funding: Staff time (General Fund)

### J. Implementation Matrix

Prog. No.	Summary	CM	PD	PW	CC	PC	FI	BD	CA	CO	PR	Funding Source	Timing
1	ADEQUATE SITES												
1.1	Annexation and Rezoning (Annex California Breeze II/III and rezone NE corner Fifth/Fanoe)	*	X		X	X						GF	By 6/97
1.2	Mixed Use Housing Sites (Create Mixed Use zoning district)	*	X		X	X						GF	By 6/98
1.3	Extension of City Services (Infrastructure Plan)	X	X	*	X	X						GF/ Grants	By 1/97
1.4	Maintenance of Land Supply (Avoid loss of existing res. zoned land)	X	X		*	X						Not necc.	On-going
1.5	Annual Report (Yearly vacant land survey)		*					X				GF	On-going
1.6	Protection of Urban Growth Area (Maintain urban reserve)	*	X		X	X						GF	On-going
1.7	Infill Development (Summarize infill opportunities)	X	*		X							GF	By 4/97
1.8	New Residential Zone (High-Density Multi-family zone)	X	*		X	X			X			GF	By 6/98
2	LOW-MODERATE HOUSING												
2.1	Admin. and Tech. Assistance (Cooperation w/ pvt sector)	*	X	X			X	X				GF	On-going
2.2	Manufactured Housing (Support and allow)	*	X		X	X			X			GF	By 6/98
2.3	Density Bonuses (Allow)	*	X		X	X			X			GF	By 6/98
2.4	Inclusionary Housing (Codify)	X	X		X	X			*			GF	By 6/98
2.5	Accessory Units (Amend zoning ordinance)	*	X		X	X			X			GF	By 6/98

\* = lead agency; X = participating agency

Guide to Abbreviations: CM = City Manager; PD = Planning Department; PW = Public Works; CC = City Council; PC = Planning Commission; FI = Finance Department; BD = Building Department; CA = City Attorney; CO = County; PR = Private Sector; GF = General Fund.

Prog. No.	Summary	CM	PD	PW	CC	PC	FI	BD	CA	CO	PR	Funding Source	Timing
2.6	Smaller Lot Sizes (Consider zoning amendments)	X	*	X	X	X						GF	By 12/96
2.7	PUD Designation (Consider allowing)	X	*	X	X	X						GF	By 1/97
2.8	Mixed Use Development (Encourage)		*			X						Not necc.	By 6/98
2.9	Additional Incentives (To encourage low-mod)	*	X	X	X	X		X				GF	By 6/98
2.10	Mortgage Revenue Bonds (Support)									*	X	None to City	On-going
2.11	Mortgage Credit Certificates (Support)									*		None to City	On-going
2.12	First-time Homebuyer Programs (Encourage developers to apply)	*			X						X	FmHA CHFA	On-going
2.13	Affordable Rental Housing (Encourage construction)	*			X						X	FmHA CHFA	On-going
2.14	Rental Subsidies (Support MCHA use of)									*		HUD FmHA	On-going
2.15	Predevelopment Loans (Support use of)	X	X	X							*	CPLP	On-going
2.16	Self-help Housing (Support use of)	X	X	X							*	FmHA	On-going
2.17	Additional Programs	*										GF	On-going
3 CONSERVE/IMPROVE EXISTING HOUSING													
3.1	Code Enforcement (Continue)			X				*		X		GF	On-going
3.2	Building Inspection (Continue)							*				GF	On-going
3.3	Renter to Owner Conversions (Monitor rental vacancy rate)		*									GF	On-going, begin in 1997
3.4	Rental Rehabilitation (Support)							X		X		CHRP-R DPRLP HUD CDBG	On-going

\* = lead agency; X = participating agency

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Prog. No.	Summary	CM	PD	PW	CC	PC	FI	BD	CO	CL	PL	Funding Source	Timing
3.5	Rehab Loans for Owner-Occupied Units (Support)	*	X		X		X		X			CHRP-O FmHA CDBG	On-going
3.6	Enforcement of Labor Camp Standards (Support)							*	X			GF	On-going
3.7	Additional Programs (Monitor funding availability)	*										GF	On-going
4 PROTECT COMMUNITY CHARACTER													
4.1	Housing Preservation (Discourage demolition)		*					X				GF	On-going
4.2	Residential Design Guidelines (Prepare)	X	*		X	X						GF	By 6/98
4.3	General Plan Update (Adopt by 7/96)	X	*		X	X						GF	By 7/96
4.4	Rezoning (For consistency with new Plan)	X	*		X	X						GF	By 6/98
5 PROMOTE FAIR HOUSING													
5.1	Public Information (Make materials available)		X							*		GF	By 12/96
5.2	Discrimination Complaints (Direct residents accordingly)									*		None required	On-going
6 PROMOTE ENERGY AND WATER CONSERVATION													
6.1	Title 24 (Continue to implement)							*				Permit Fees	On-going
6.2	Property Transfer Inspections (Req. compl. w/Title 24 upon sale)	X			X			*				Inspect. Fee	By 1/97
6.3	Amendments to Subdivision Regs (Consider amendments)	X	*		X			X				GF	By 6/98
6.4	Support of PG&E Programs (Continue to support)			X				*				PG&E	On-going
6.5	Water Conservation (Promote)		X	X				*				GF	On-going

\* = lead agency; X = participating agency

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Prog. No.	Summary	CM	PD	PW	CC	PC	FI	BD	CO	CL	PL	Funding Source	Timing
7	REDUCE GOVERNMENTAL CONSTRAINTS												
7.1	Relaxation of Development Standards (Establish criteria)	X	*	X	X	X		X				GF	By 12/97
7.2	Streamlined Processing (Promote)	*	X		X	X		X				GF	By 7/97
7.3	Fee Reductions (Adopt policy)	X		X			*					GF	By 7/97
7.4	Reduced Infrastructure Costs (Apply for grants)	X		X			*					CDBG	Bi-annual
7.5	Review Other Agency Plans (Ensure dev't is not constrained)	X	*		X							GF	On-going
7.6	Streamline MF Permitting (Amend use permit reqmts.)	X	X		*	X						GF	By 7/97
8	SPECIAL NEEDS POPULATIONS												
8.1	Senior and Disabled Housing (Encourage)	*	X									HUD 202	On-going
8.2	Disabled Access (Maintain inventory of units)		X					*		X	X	GF	By 10/96
8.3	Migr. Farmworker Housing Site ID (Assist MCHA and pvt sector)		X	X					*			GF	On-going
8.4	Migr. Farmworker Housing Funds (Encourage applications)								*			FmHA 514/516	On-going
8.5	Conv. of Labor Camps to Coops (Support County efforts)								*			HUD 213	On-going
8.6	Single Room Occupancy Units (Modify zoning to permit)	X	*		X	X						GF	By 6/98
8.7	Homelessness (Take steps to reduce)	X	*		X	X						GF	By 6/98
8.8	Large Family Housing (Take steps to encourage)	X	*					X				GF	By 6/98
8.9	Single Parent Households (Eliminate barriers to housing)	X	*					X				GF	By 6/98
8.10	Room-mate Referral Board (Support)		*								X	None required	By 3/97

\* = lead agency; X = participating agency

Guide to Abbreviations: CM = City Manager; PD = Planning Department; PW = Public Works; CC = City Council; PC = Planning Commission; FI = Finance Department; BD = Building Department; CA = City Attorney; CO = County; PR = Private Sector; CL = City Clerk; PL = Public Library; GF = General Fund.

Prog. No.	Summary	CM	PD	PW	CC	PC	FI	BD	CO	CL	PL	Funding Source	Timing
9	PROMOTE MONITORING AND COORDINATION												
9.1	Monitoring Program (Track local housing activity)	X	*		X	X						GF	By 1/97
9.2	Funding Status Report (Eligibility for grants)		X				*					GF	By 6/97
9.3	Housing Advisory Committee (Consider forming)	*			X	X						None required	On-going
9.4	Participation in Fair Share Allocation Process (AMBAG)		X		X							GF	1996-97
9.5	Intergovernmental Cooperation	X	X	X	X	X	X	X				GF	On-going

\* = lead agency; X = participating agency

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## **Chapter V**

### **COMMUNITY HEALTH AND SAFETY ELEMENT**



#### **A. Introduction**

##### **1. What is the Community Health and Safety Element?**

This General Plan Element covers safety, as mandated by State Government Code Section 65302 (g), and noise, as mandated by Section 65302 (f). Safety and noise conditions define basic constraints to land use which must be reflected in the City's development pattern.

Community health and safety refers to the protection of people and property from natural hazards such as floods, earthquakes, and fires. It also includes protection from man-made hazards such as air pollution, noise, and hazardous materials. This Element describes the scope of these hazards in Gonzales, as well as the policies the City should follow and the actions it should take to reduce the likelihood of and extent of damage in the event of a disaster. The primary purpose of this chapter is to set forth policies and actions which protect Gonzales residents from injury and loss of life and which minimize property damage resulting from natural disasters and other hazards. A secondary purpose is to minimize exposure to nuisance conditions, such as noise and smog.

##### **2. Organization of the Element**

Because the Community Health and Safety Element addresses several types of hazards, it begins with a description of existing conditions pertaining to each. Hazards addressed include:

- Seismic Safety
- Flood Hazards
- Emergency Preparedness
- Police and Fire Protection
- Hazardous Materials

- Air Quality
- Water Quality
- Noise

The description is followed by goals, policies, and actions addressing each topic. Diagrams are included to illustrate the extent of these hazards within Gonzales.

## **B. Health and Safety Framework**

### **1. Seismic Safety and Geologic Conditions**

Gonzales is located in a region that is seismically active. The San Andreas Fault is located about 11 miles east of the City. The King City Fault lies about four miles west of the City. Other smaller faults, including Bear Valley, Reliz, Tularcitos, Pinnacles, and Chalone Creek, are located within a 15-mile radius of the City. There are no known faults within the City or the Planning Area.

The City could expect to experience moderate to severe groundshaking in the event of a major earthquake on the San Andreas Fault. The fault has the capacity to produce another earthquake similar in magnitude to the great quake of 1906, which measured 8.3 on the Richter Scale. One recent estimate (Jacobs & Associates, 1991) was that the maximum likely earthquake in the next 50 years on the San Benito/Santa Cruz section of the fault would be Richter magnitude 7.0 to 8.0.

Figure V-1 shows the potential for seismic hazards within Gonzales. A band of land about 1,000 feet wide is classified as having "very high" hazard potential. This is primarily due to the alluvial soils along the Gonzales Slough which have been deposited through years of hillside erosion and siltation. Because the soils are newer and looser than those in other parts of the valley, they respond strongly to the seismic waves generated by earthquakes. Soils in the broad area between the Gonzales Slough and the Salinas River are somewhat more stable, but are still alluvial and subject to severe groundshaking. The area along the Salinas River itself (including the wastewater treatment plant) is also classified as having "very high" hazard potential.

A major earthquake could cause significant damage to buildings in the City, particularly to unreinforced masonry buildings in the downtown area and older



LEGEND

Potential for Seismic Hazard

- Low
- Moderately High
- Very High
- City Limits
- Proposed Sphere of Influence

Note:  
Wastewater Treatment  
Plant entirely contained  
within area classified as  
"Very High"

Scale: 1" = 1875'



**GONZALES**  
GENERAL PLAN

FIGURE V-1  
**Seismic Hazard Zones**

Source: Central Valley Area Plan, 1987  
Note: All boundaries are approximate and are based on generalized information.

homes that are not bolted to their foundations. Seismic retrofitting of such buildings would not only improve structural stability and reduce quake casualties, it would make the buildings easier to lease or sell and encourage their continued occupancy. City Hall, the Police Department, and the Fire Department are all located within the highest risk zone in Gonzales (due to their proximity to the Slough). Seismic stability in these buildings is especially important due to their life safety functions and the designation of City Hall as the command center in the event of a disaster.

The most recent earthquake to affect the City was the 1989 Loma Prieta Quake, which had a magnitude of 7.1 and an epicenter about 50 miles north of Gonzales. There were some minor gas leaks, but no sewer or water leaks. Some buildings experienced minor cracks, but there was little serious structural damage.

Other geologic hazards affecting Gonzales include liquefaction, differential settlement and subsidence. Liquefaction is a type of ground failure that occurs during major earthquakes. The hazard is greatest in filled areas along the Gonzales Slough and in areas where soils are sandy or water-saturated, such as the Gonzales wastewater treatment plant site. Differential settlement occurs when soils and subsurface materials compact at different rates. Subsidence, or sinking of the ground, may occur when landfilled areas settle or when groundwater is extracted at a rate faster than it is replenished. Settlement and subsidence can cause roads, foundations, and sidewalks to crack and can damage water and sewer lines. In developing areas where these hazards exist, structures may need to be engineered to minimize the potential for damage from these forces.

While earthquakes and other geologic hazards do not preclude development in Gonzales, they do require that special construction be used to minimize the risk of damage on sites near the Slough. This Element recommends that geotechnical investigations be performed for any proposed development within the "very high" hazard area and that roads and structures in these areas be engineered to minimize future hazards.

No seiche or tsunami (earthquake-generated wave) hazards have been identified in Gonzales (Baseline Conditions Report, 1992). Landslide and mudslide hazards are not present in the Gonzales Planning Area due to the flat terrain.

## **2. Flood Hazards**

Drainage and flood patterns in Gonzales have been significantly altered over the years through urban development and agricultural operations. Most local flood hazards are associated with the Gonzales Slough, which traverses the City and drains an area of about 30 square miles on the east side of the Salinas Valley. The Slough is fed by artificial channels that have been created to drain farmland and carry City stormwater and irrigation runoff from the surrounding areas.

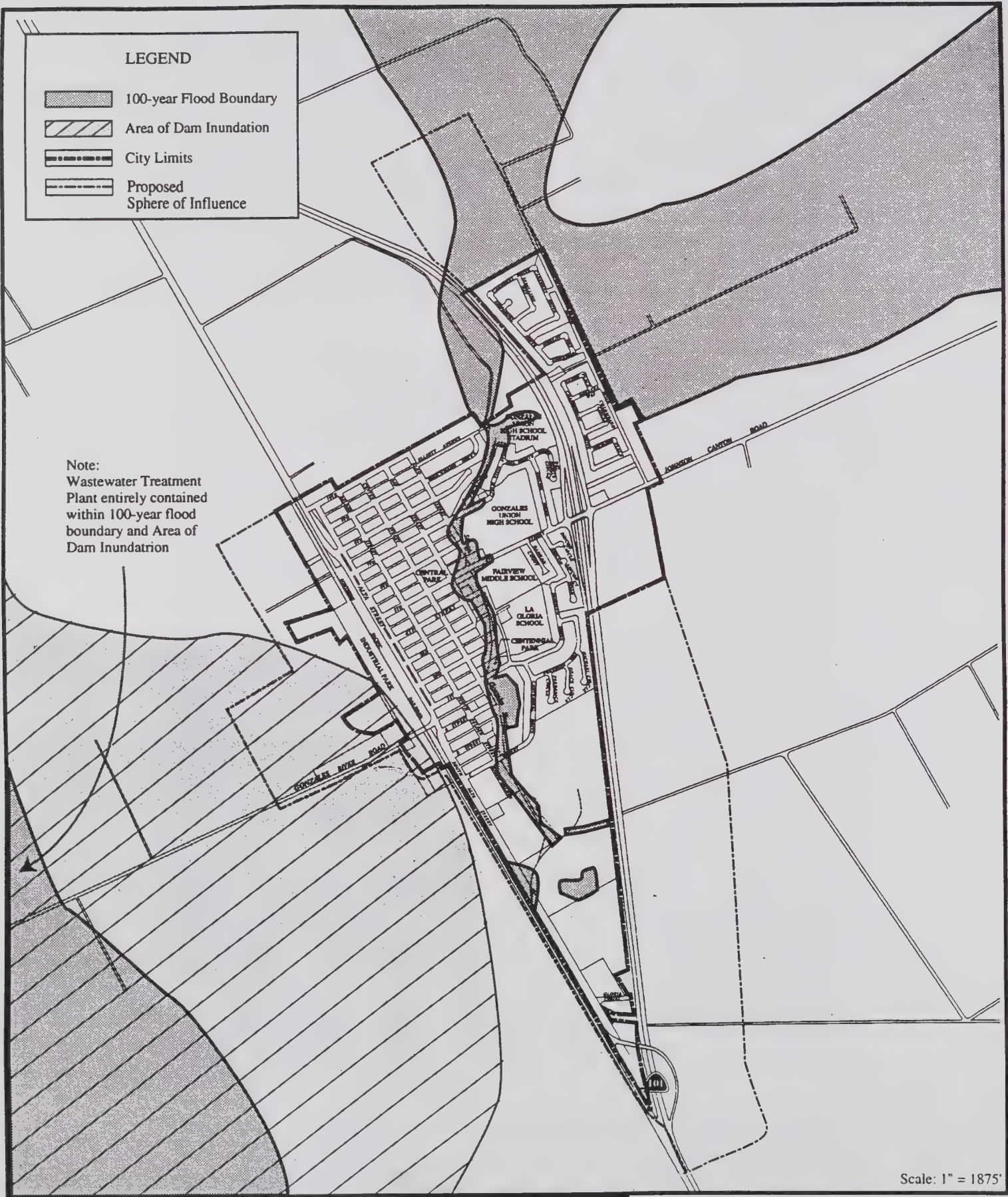
The basic drainage pattern in Gonzales is from southeast to northwest. Consequently, the eastern portions of the City drain directly to the Slough, while the western portions drain to ditches. A ditch along North Alta Street joins the Slough near its culvert beneath Highway 101. A ditch along South Alta Street carries runoff to farmland areas southwest of the City. The Monterey County Water Resources Agency is responsible for stormwater drainage outside the City limits and uses an assessment district to cover the cost of flood control. The City of Gonzales is responsible for drainage within the City limits.

The Slough passes through City-maintained culverts at the winery, Centennial Drive, Fourth Street, Fifth Street, Seventh Street, and Gonzales High School. All of the culverts except the ones at the vineyard and Fourth Street are too small to carry large storm flows. As a result, Slough capacity is limited to 40 or 50 cubic feet per second without flooding. To avoid additional overland flow to the Slough, recent commercial and residential developments in Gonzales have been required to provide on-site detention or retention ponds. However, the MCWRA has still expressed concern about the capacity of the stormwater pump downstream of Gonzales.

Figure V-2 indicates the areas that would flood as a result of a storm with a probability of occurring once in 100 years. The 100-year flood zone is limited to pockets of low-lying land along the Slough and a broad area north and east of Sunrise Ranch/Arroyo Estates. The 100-year flood zone also includes land along the Salinas River, including the Gonzales wastewater treatment plant. Figure V-2 shows that development of the land north of Sunrise Ranch will require extensive drainage improvements to mitigate on-site and downstream flood hazards.

Development built in flood zones must either be elevated above the level of the 100-year flood or incorporate drainage improvements which remove the area from the flood plain. In the former case, earth fill or piers are used to raise structures. When fill is used, water is displaced and may flood other

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## GONZALES GENERAL PLAN

FIGURE V-2  
Flood Hazard Zones

Source: Flood Insurance Rate Map: 1986, 1989  
Central Salinas Valley Plan, 1987

BRADY AND ASSOCIATES  
PLANNERS AND LANDSCAPE ARCHITECTS

areas or cause runoff to enter the Slough more rapidly. This can increase the likelihood of flooding behind undersized culverts. In the latter case, a combination of retention and detention basins may be used to hold stormwater, and the capacity of the channel may be increased. In either case, it is important to consider not only on-site flood hazards, but also the increased potential for downstream flooding that occurs as the watershed is developed. The increase in paved surfaces creates less room for water to be absorbed by the soil and results in faster runoff rates to streams and ditches.

Figure V-2 also shows the area that would be flooded in the event of dam failure at Nacimiento Reservoir, about 60 miles south of Gonzales. Much of the area west of Alta Street would be impacted.

The General Plan directs most future development to the south and east of the existing City, away from flood-prone areas. North of Sunrise Ranch, where flooding is a concern, development will be required to mitigate potential hazards through drainage improvements, stormwater retention, and maintenance of adequate setbacks from the Slough. This Element recommends action steps to obtain funds to increase the capacity of Slough culverts so that future flood hazards are reduced.

### **3. Emergency Preparedness**

Gonzales began developing an Emergency Preparedness Plan (EPP) in the 1980s but the Plan was never submitted to the State Office of Emergency Preparedness for approval. Early stages of the Draft EPP grant the City Manager overall responsibility in the event of an emergency. City Hall is the designated emergency center, and the Police Department/City Hall are the designated command centers. The Gonzales Medical Center is designated to meet emergency care needs. The schools have been designated as emergency printing centers to prepare notices and flyers.

Policies in this General Plan recommend completion of the Draft EPP and its submittal to the State for approval. A Final EPP should be adopted by the City Council. The Draft document must recognize the need for bilingual communication, both in emergency preparedness and in actual emergencies.

The State Government Code (Section 65302(g)) requires the Safety Element to address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as these items relate to geologic and fire hazards.

While the City has not officially designated evacuation routes, Alta Street, Fifth Street/Johnson Canyon Road, and Gonzales River Road provide access to the regional roadway system and would function as evacuation routes in the event of an emergency. Alta Street is the most critical evacuation route, since Gonzales River Road and Fifth Street could suffer bridge or overpass damage in a major earthquake. Other County roads on the perimeter of the City could serve as evacuation routes if the major routes in and out of town became impassable.

Peakload water supply requirements are discussed in the Community Facilities and Service Element (p. VII-2). Because the risk of wildfire is relatively low, peak needs are based on urban fire risks. Water storage capacity will need to be expanded to meet future peak loads as development occurs. Minimum road width and turning radius requirements in the Gonzales Subdivision Ordinance ensure that roads provide sufficient room for emergency vehicles. These requirements should be reviewed from time to time to ensure that they are still adequate. The City's flat terrain presents no constraints to emergency vehicle access in the design and construction of roadways.

Gonzales does not have specific clearance requirements established for seismic safety or fire prevention purposes. Side yard setbacks of five feet are typically required. This ensures a 10-foot separation between structures and allows for emergency access to side and rear yard areas.

#### **4. Police and Fire Protection**

Police. The City of Gonzales Police Department operates from City Hall. There are nine permanent employees and six reserve officers on the force. This equates to 1.8 officers per 1,000 residents in Gonzales, which is above the national average but below the 2.2 per 1,000 ratio that existed in the City in 1980. The Department operates seven vehicles, including six patrol cars and an animal control truck. The number of patrol vehicles per 1,000 residents (about 0.9) is within the average range for cities of Gonzales' size.

Providing a high level of police protection has always been a primary objective of local officials. In the 1980s, the City Council identified a deficiency in police services and public safety and explored the possibility of a development impact fee to cover law enforcement costs. The outcome was a Police Mitigation Fee for new development. The fees may be used to buy vehicles or make physical improvements, but cannot be used to pay salaries or maintain existing facilities. By 1994, revenue from the impact fee had enabled the Department to improve its facilities and replace older vehicles. However,

improvements to the communications system and additional storage space are both still needed.

In addition to its duties of maintaining law and order, the Police Department is responsible for animal control, documentation of traffic accidents, fingerprinting for immigration, medical emergencies, domestic violence, and drug and gang awareness programs for youth. These programs will continue to be important as the City's population grows.

One measure of the adequacy of police services is the time necessary to respond to a call. Presently, no property in the City of Gonzales is more than two miles from the station, and response time is rarely more than 5 minutes. This figure is likely to increase as the area east of the freeway is developed, particularly given the single access route across the freeway and the likelihood that this route will be more congested in the future.

Fire. The Gonzales Fire Station is located on Center Street between Third and Fourth Streets. The Department is staffed totally by volunteers and includes a chief and a 30-35 member fire fighting unit. There are five vehicles, including a patrol unit (pick-up truck), two 1,250 gallon per minute (gpm) pumpers, an aerial ladder truck and pumper, and a 4,000 gallon water tender. Average response time is about four to six minutes, although additional time may be required for volunteers to reach the station.

While an all-volunteer department was adequate to serve the community in the past, Gonzales is approaching the point where a partially paid fire fighting force is necessary. The City was last rated by the Insurance Service Organization (ISO) in 1980, when the population was about half of what it is today. At the time, the rating was 6 on a scale of 1 to 9, with 1 being the best score and 9 being the worst. Considering the City's growth since 1980, the rating would probably decline if it were evaluated today. This would result in higher fire insurance rates in the City.

A 1989 evaluation of fire protection in Gonzales found the existing physical plant to be inefficient and too small. The Department itself has identified the need to replace its older vehicles and improve parking at the fire station. So far, funding constraints have prevented the Department from moving to a larger site. The 1989 Report recommended that a second station be built east of the freeway if additional development occurred there. Since most of the City's residential growth is planned in this area, this recommendation is incorporated in the General Plan. In the absence of the second station, congestion on the Fifth Street overpass would result in unacceptable response times to emergencies in the southeast part of the Planning Area. The new fire

station is considered a long-term proposal and should be constructed concurrently with development of the area south of California Breeze.

The City's water supply is adequate for fire fighting in most areas. However, consideration has been given to new storage tanks in the area west of the railroad tracks and alongside the existing tank on Iverson Road. Additional storage tanks also will be needed in the developing areas east of the freeway and in the industrial areas west of Alta Street if development proceeds at the intensities allowed by the Land Use Diagram.

The Fire Department is trained in hazardous materials incidents and has conducted disaster drills for the past ten years. During the Loma Prieta earthquake alone, the Department handled 30 incidents. Additional training in hazardous waste response may be needed depending on the mix of businesses locating in the future industrial areas.

Wildfire hazards in Gonzales are minimal due to the agricultural uses on the perimeter of the City. Grass fires (on median strips, road shoulders, etc.) may occur periodically, but these do not usually pose major threats to life or property.

## **5. Hazardous Materials**

Hazardous materials are stored in several locations in Gonzales. The City itself stores motor oil, diesel fuel, paints, and swimming pool chemicals such as chlorine and muriatic acid. The food processing plants in the City use anhydrous ammonia for refrigeration in cold rooms. Chlorine gas is also used to produce an industrial wash water in the form of sodium hypochlorite. Vintners International uses sulfur dioxide gas in wine-making and stores sulfuric acid in tanks above and below ground.<sup>1</sup> (*Source: Monterey County Department of Environmental Health, 1995*). Pesticides and herbicides are used on some of the farms in the Planning Area, including areas planned for eventual urban use.

Handling, storage, and transport of hazardous materials is regulated by a number of State and Federal agencies. The State Department of Health Services has designated counties as the primary enforcement agency for many of these regulations. The Monterey County Department of Environmental Health has authority over hazardous materials in Gonzales and requires that each local business storing such materials meet its standards and codes. Businesses with acutely hazardous wastes are required to have a Risk

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<sup>1</sup> The tanks are scheduled to be removed in late 1995 (*Monterey County Environmental Health*).

Management Program addressing emergency procedures for containment, evacuation, inventory, and employee training. Business Response Plans are required to identify the procedures the business will follow in the event of an emergency.

The presence of hazardous materials affects the suitability of land for different uses. For instance, the Department of Environmental Health recommends that schools and residences be at least 1,000 feet downwind of areas that have acute levels of hazardous materials. The General Plan recognizes the need to separate these uses by maintaining a buffer between industrial and residential areas. Areas adjacent to the Southern Pacific Railroad, Alta Street, and Gonzales River Road are less suited for housing due to the higher probability of an accidental spill in these locations and because of the possible presence of hazardous materials.

Agricultural practices which involve hazardous materials include the application of herbicides, pesticides, and fertilizers, some of which contain chemicals that are potentially harmful to human health and the environment. In areas where such chemicals are carelessly sprayed, either from the ground or from the air, residents in adjacent neighborhoods may be exposed to health risks. Buffers should be maintained between agricultural areas and residential areas to reduce resident exposure to agricultural chemicals.

Even after application of these chemicals has stopped, some may persist in the surface and subsurface soils and/or groundwater for long periods. Future development in such areas should undertake soil testing to ensure that such hazards are not present or can be adequately mitigated.

*See the Community Facilities and Services Element ("Solid Waste" section) for a discussion of the City's Household Hazardous Waste Plan.*

## **6. Air Quality**

Air quality is governed by the Federal Clean Air Act of 1990, which is administered by the Environmental Protection Agency, and by the State Clean Air Act, which is administered by the California Air Resources Board. State and Federal law require that Monterey County attain certain standards for major pollutants like carbon monoxide, ozone, and inhalable particulates (PM<sub>10</sub>). The Monterey Bay Unified Air Pollution Control District (MBUAPCD) is responsible for preparing and implementing a plan indicating how these standards will be met. Their 1991 Plan for the Monterey Bay region (including Gonzales) recommended emission reduction strategies for stationary and mobile pollution sources, and set a schedule for compliance.

The Monterey Bay Air Basin is considered a non-attainment area for Federal and State ozone standards. An application for an attainment classification for the Federal ozone standard has been submitted. The Air Basin is also considered to be in non-attainment with the State PM<sub>10</sub> (particulate matter) standard. An attainment plan for PM<sub>10</sub> has yet to be developed (*Source: MBUAPCD, 1995*).

Potential pollution sources include emissions from industrial or vehicular use. Motor vehicles are the largest anthropogenic (man-made) source of pollution in the State and in the Salinas Valley as well for most pollutants. Most of the carbon monoxide, nitrogen oxide, and anthropogenic hydrocarbons in the Valley can be attributed to cars and trucks. Carbon monoxide is a colorless, odorless gas that is highly toxic. Nitrogen oxide and hydrocarbons are the basic components of smog. Although emissions from Gonzales may not seem significant, the cumulative impact of air pollution in Gonzales and the other cities in the Salinas Valley create substantial potential for pollution. Offshore breezes may blow pollutants from Salinas and the Monterey Peninsula into the Valley, where the surrounding mountains may trap air for extended periods. Inversion layers are common during the spring, summer, and fall months (*Baseline Data Report, 1992*).

Air quality concerns are reflected in the General Plan in its emphasis on a mix of uses which minimizes long distance commuting and its provisions for non-automobile transportation. The Plan also discourages "smokestack" industry (power plants, refineries, chemical plants, paper mills, etc.) in Gonzales due to the City's setting in a valley with a propensity for smog. Policies in this Element recommend that construction and land development also be regulated to minimize dust, the primary source of particulate matter pollution.

## **7. Water Quality**

Groundwater and surface water quality both affect the health of Gonzales residents. Because groundwater is the sole source of domestic water in Gonzales, a healthful supply is essential to the City's future. Surface water pollution creates negative aesthetic and environmental impacts, as well as creating potential health hazards locally and downstream. The Community Health and Safety Element includes policies to reduce the extent of water pollution that could occur from urban development in Gonzales, as well as policies to minimize potential risks if contamination does occur.

The groundwater beneath Gonzales is vulnerable to contamination from lawn fertilizer, leaking underground storage tanks, failing septic systems, animal waste, and naturally occurring minerals. High nitrate levels are a persistent

problem in the Salinas Valley, with about half of the 58 wells sampled exceeding the State water standard over a testing period of about 30 years. Based on trends of the last ten years, mean nitrate concentrations in some wells could exceed State drinking water standards by up to four times by the year 2000.

Nitrate problems around Gonzales are most prevalent on the northeast side of the Planning Area, where greenhouse operations and dairy and feed lots are the primary contaminant sources. Elsewhere in the Planning Area, groundwater quality is generally acceptable and meets all water quality standards. The Gonzales Public Works Department conducts regular measurements of water quality for city wells and takes corrective actions if nitrate levels exceed acceptable standards. In the past, well water quality problems have been addressed with special seals which block nitrates from entering the water supply. If activities and land uses around the wells are not properly managed in the future, contamination could result. This would require that wells be relocated or that well-head treatment be introduced.

Most surface water pollution in Gonzales is the result of urban and agricultural runoff. Urban runoff may contain lawn fertilizer, motor oil, grease, trash, paint, and soil sediment from construction sites. Agricultural runoff may contain herbicides, pesticides, fertilizers, and animal waste. These materials can be picked up by rainwater and eventually carried to the Gonzales Slough and the Salinas River. Because stormwater treatment is prohibitively expensive, the General Plan includes policies which discourage contaminants from reaching surface waters in the first place. These include stormwater retention (and settling) ponds in new development areas, enforcement of dumping and litter laws, soil management in new construction areas, public information to increase public awareness of water quality issues, and sanitary surveys conducted as part of the planning process to protect the City's groundwater quality.

## **8. Noise**

Introduction. Noise is simply defined as unwanted sound. It is a byproduct of urbanization, not unlike smog, sewage, solid waste, or any of the other residuals that result from human activity. As an environmental pollutant, noise usually receives less attention than air or water pollution. However, noise should be regarded as a very real limitation to the development of certain uses in certain areas. It can cause pain, stress, loss of hearing, and irritability. It can interrupt sleep, lower property values, and disrupt community life. To minimize these problems, the City's Land Use Diagram

promotes a development pattern which recognizes both the sources of noise and "noise-sensitive" land uses.

Section 65302 (f) of the California Government Code requires each city and county to include a Noise Element in its General Plan. It is acceptable to incorporate the Element into the Safety Element since, like flooding, earthquakes, and other hazards, noise is an environmental factor that affects the suitability of land for human use. Its purpose can be summarized as follows:

- to identify noise sources and appraise noise problems in the community;
- to identify noise-sensitive uses, such as rest homes and hospitals;
- to project future noise levels for major sources like Highway 101;
- to minimize the number of people exposed to uncomfortable levels of noise in the future; and
- to provide the basis for local programs or ordinances which control and abate environmental noise.

In addition to its safety implications, noise is a fundamental concern in the Land Use, Circulation, and Housing Elements. The Land Use Element strives for a development pattern that is compatible with current and future noise conditions. The Circulation Element promotes traffic patterns and road designs which minimize the intrusion of noise into existing and future residential areas. The Housing Element promotes decent, healthy, quiet living environments for local residents.

Noise is an issue in Gonzales due to the presence of the Southern Pacific Railroad and Highway 101. Much of the new housing constructed during the last few years is adjacent to the freeway, and most of the future residential areas are relatively close to the freeway. As Monterey County grows and traffic on Highway 101 increases, residents may be exposed to louder levels and longer durations of highway noise. Meanwhile, noise from new industry and business could increase ambient noise levels in nearby residential areas.

Measurement of Noise. Human perception of noise is usually defined in **decibels (dB)**. Decibels are measured on a logarithmic scale, which means that each increase of 10 dB is equivalent to a doubling in loudness. The measurements are usually taken on an "A-weighted" scale which filters out very low and very high frequencies.

Decibel readings for common noise sources are shown in Table V-1. Everyday sounds range from 30 dB, which is very quiet, to almost 100 dB,

which is very noisy. Above 70 dB, noise can become irritating and disruptive. When levels are sustained at 75 dB for prolonged periods, noise becomes a major source of annoyance.

Noise measurements are usually expressed with some indication of the duration of the measurement period. For longer periods, the measurement reflects the average noise level over the period. Adjustments are usually made to reflect the greater sensitivity of people to noise at night. The term **Community Noise Equivalent Level (CNEL)** is used to describe the average noise level during a 24-hour period, with a penalty of 5 dB added to sound levels between 7 and 10 PM, and a penalty of 10 dB added to sound levels between 10 PM and 7 AM. The term **Day-Night Average Level ( $L_{dn}$ )** is similar, but only includes the 10 dB penalty for 10 PM - 7 AM noise. Shorter measurement durations, typically one hour, are described in **Energy Equivalent Levels ( $L_{eq}$ )**, indicating the total energy contained by sound over a given sample period.

Use of the longer measurement period accounts for the variations in the frequency of sound levels that may occur during the day. For instance, a train may produce a sustained noise level of 80 dB during the one minute it passes through Gonzales. The  $L_{dn}$  or CNEL reading would be much lower, since the noise was not continuous throughout the day and night.

The US Environmental Protection Agency has suggested a noise goal of 55 dB ( $L_{dn}$ ) in residential areas for the protection of health and welfare. The US Department of Housing and Urban Development's minimum standard is 65 dB ( $L_{dn}$ ). Most local governments use 60 dB  $L_{dn}$  as the limit for exterior noise exposure in residential areas. This corresponds to the State requirement that all new housing with exterior noise levels exceeding this level be insulated. As a guideline, all interior noise levels should be no louder than 45 dB ( $L_{dn}$ ). Since the noise reduction provided by a typical house is about 15 dB, additional insulation is usually required where exterior noise exceeds 60 dB.

**Existing Noise Environment.** The first step in developing noise policies is to assess existing sources and levels of noise in the City. The major noise sources in Gonzales are traffic on US Highway 101, Alta Street, and Fifth Street; trains on the Southern Pacific tracks; and operations at the winery, Dole Carrot, and three packing sheds. The locations of these sources and the location of noise measurement locations are shown in Figure V-3. Noise measurements at these locations were taken in March 1992. The actual readings are included in Appendix A of the General Plan.

**Table V-1**  
**TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT**

At a Given Distance From Noise Source	A-Weighted Sound Level in Decibels	Noise Environments	Subjective Impression
	140		
Civil Defense Siren (100')	130		
Jet Takeoff (200')	120		Pain Threshold
	110	Rock Music Concert	
	100		Very Loud
Ambulance Siren (100')			
	90	Boiler Room	
Freight Cars (50')		Printing Press Plant	
Pneumatic Drill (50')	80	In Kitchen with Garbage Disposal Running	
Freeway (100')			
	70		Moderately Loud
Vacuum Cleaner (10')	60	Data Processing Ctr.	
		Department Store	
Light Traffic (100')	50	Private Business Office	
Large Transformer (200')			
	40		Quiet
Soft Whisper (5')	30	Quiet Bedroom	
	20	Recording Studio	
	10		Threshold of Hearing
	0		

*Source: Illingworth and Rodkin, 1992*



Based on the noise data, noise contours along the railroad, major roadways, and major stationary sources were developed to determine where constraints might exist for noise-sensitive development.

a. *US Highway 101.* US Highway 101 is the most significant noise source in Gonzales. In a 24-hour period, the average hourly noise levels ranged from 65 to 74 decibels (dB) at a monitoring station located 67 feet from the centerline of the highway and 12 feet high. The  $L_{dn}$  was 76 dB. Using standard Caltrans testing procedures, these readings suggest  $L_{dn}$  levels above 60 dB for a considerable distance back from the freeway.

Residences abut both sides of the freeway north and south of Fifth Street. From the interchange north, these residences are significantly higher than the elevation of the highway, somewhat mitigating noise impacts. Residences south of the interchange are generally at grade with the highway. Most residences have sound walls ranging in height from 5 to 8 feet. The only exception is Del Monte Circle, which is north of the Fifth Street and well above the highway.

Four short-term measurements (locations 1-4 on Figure V-3) were conducted in the backyards of residences adjacent to the highway. These measurements were used to define the noise exposure of residences adjacent to the highway and to evaluate the acoustical performance of the sound walls, where they existed. The results are summarized below:

- At Measurement Site (1) along Del Monte Circle, 200 feet from the freeway centerline and with no sound walls present, the  $L_{eq}$  was 64 dB and the  $L_{dn}$  was 67 dB. This exceeds HUD's minimum standard.
- At Measurement Site (2) along Freedom Way, 128 feet from the freeway centerline and with a 6-foot soundwall, the  $L_{eq}$  was 61 dB and the  $L_{dn}$  was 64 dB. Noise levels at this location are typical of residences at grade with the freeway and protected with a soundwall.
- At Measurement Site (3) along Chardonnay Drive (Arroyo Estates), 200 feet from the freeway centerline and with a 5-foot soundwall, the  $L_{eq}$  was 55 dB and the  $L_{dn}$  was 56 dB. Noise levels at this location are typical of residences at a higher elevation than the freeway with sound walls.
- At Measurement Site (4) at Cabernet and Zinfandel Drives (Sunrise Ranch), on a vacant lot adjacent to an 8-foot soundwall, the  $L_{eq}$  was 57 dB and the  $L_{dn}$  was 59 dB.

Based on these results, it appears that residences in Gonzales adjacent to the freeway but above its grade and protected by sound walls are within

acceptable (60 dB  $L_{dn}$ ) levels of noise exposure. Homes adjacent to the freeway without sound walls, and homes at grade with the freeway and protected by 6-foot sound walls are above accepted standards and could require further mitigation such as added insulation or landscape screening.

b. *Alta Street.* Noise levels on Alta Street were monitored over a 24-hour period at the location identified in Figure V-3. The meter was placed about 120 feet from the centerline of the street and 45 feet from the Southern Pacific tracks. The meter was programmed so that train noise could be separated from the traffic on Alta Street. Noise from the traffic alone was estimated at 64 dB ( $L_{dn}$ ). Based on this reading, residences along Alta Street are likely to be exposed to noise levels exceeding an  $L_{dn}$  of 60 dB. Additional measurements taken in front of apartments on South Alta Street confirmed that exterior noise levels were as high as 66 dB ( $L_{dn}$ ).

c. *Fifth Street.* Noise from traffic on Fifth Street was monitored over a 24-hour period at a meter placed 40 feet from the street centerline near Central Park. The  $L_{dn}$  was 61 dB. Similar noise levels could be expected at residences along Fifth Street and at Gonzales Union High School and Fairview Middle School. Removal of most truck traffic from Fifth Street would probably reduce the  $L_{dn}$  to below 60 dB.

d. *Southern Pacific Railroad.* The Alta Street monitoring device was used to record noise from trains on the Southern Pacific tracks. Eight trains passed during the 24-hour period. Train speeds generally exceeded 45 mph and train whistles were blown repeatedly as the trains passed through the City. Whistles typically generated noise levels in excess of 100 dB at 45 feet. The  $L_{dn}$  is estimated to be 67 dB. Based on these measurements, train noise is likely to be a significant issue for residences within 300 feet of the tracks. This would include most of the housing on the blocks between Alta and Belden Streets and would encompass most of the Downtown Mixed Use District.

e. *Winery.* Noise levels were monitored at the residence nearest the winery for a period of 16 hours. The meter was placed in a residential backyard, about 500 to 600 feet away from the nearest mechanical equipment. This equipment includes pumps, motors, and compressors which operate as needed 24 hours a day. Noise from the winery was clearly audible at the monitoring location and dominated background noise levels. Average hourly noise levels during the 16 hours of monitoring ranged between 46 and 54 dB. The  $L_{dn}$  is estimated at 57 dB. Winery noise should generally not interfere with indoor or outdoor activities at nearby residences. However, during the crush, the noise associated with trucks and the increased activity could be significant.

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f. *Dole Carrot.* Dole operates a carrot packing plant adjacent to Alta Street just south of C Street. Noise sources include an outdoor conveyor system, rooftop fans, trucks entering and exiting the plant, and a public announcement (PA) system used for internal paging. Noise levels were monitored at two locations, each representing typical setbacks of the apartments and mobile homes near the plant. Despite the presence of the plant, traffic was the dominant noise source. Announcements on the PA system were audible but infrequent. Noise levels were fairly low adjacent to the mobile homes on South Belden Street. Plant noise is estimated at between 60 and 64 dB ( $L_{dn}$ ). The primary sources are the conveyor system and rooftop fans.

g. *Packing Sheds.* Gonzales' packing sheds are used for collection and packaging of local produce. Noise levels vary depending on the season and are higher during the harvest because of the increased truck volumes and activity. Two of the three sheds were operating during the noise monitoring period, and neither was producing a substantial amount of noise. Levels of 53 to 57 dB ( $L_{dn}$ ) were reported at the residence nearest to the sheds, with traffic on Alta Street representing a much greater noise source than the sheds. Increased truck traffic could make noise more significant during harvest time.

Future Noise Conditions. One of the goals in developing the Land Use Diagram was to relate new development to the projected noise environment in Gonzales. Noise-producing uses and uses which involve high volumes of truck traffic (warehousing, industry, etc.) have been separated from residential areas. Where future residential areas abut the Highway 101 freeway, provisions in this Element are intended to mitigate high noise conditions.

Figure V-4 illustrates projected noise contours in the Year 2015 based on the Land Use and Circulation Diagrams. Traffic on Highway 101, largely beyond the control of the City of Gonzales, will continue to be the biggest source of noise. Increased traffic volumes between 1995 and 2015 will result in increasing noise levels along both sides of the highway. A greater number of existing homes in Gonzales may be subject to freeway noise, and some of the new residential areas also will be subject to noise. Additional sound walls and landscaping will be required.

Figure V-4 indicates that by the year 2015, noise levels exceeding 60 dB  $L_{dn}$  will encompass a substantial number of existing and planned residences in Gonzales. In fact, most of the vacant land planned for residential development falls within the 60 dB  $L_{dn}$  contour and about a third of this area falls within the 65 dB  $L_{dn}$  contour. The projected 65 dB  $L_{dn}$  contour line shown on Figure V-4 is located between 500 and 600 feet back from the edge



FIGURE V-4  
Noise Contours (Ldn)  
Year 2015

**GONZALES**  
GENERAL PLAN

**B R A D Y   A N D   A S S O C I A T E S**  
PLANNERS AND LANDSCAPE ARCHITECTS



SOURCE: Illingworth and Rodkin, 1992

of the Highway 101 right-of-way. The projected 70 dB  $L_{dn}$  contour is about 250 feet back from the freeway right-of-way. A variety of mitigation measures, discussed below, should be explored to reduce noise to acceptable levels in these areas.

Increases in traffic noise will also occur within future industrial areas and on Alta Street. This could ultimately expose residences along Alta Street to higher volumes of noise. Noise levels in excess of 60 dB  $L_{dn}$  can be expected to about one-half block east of Alta Street (see Figure V-4). As development occurs in the Downtown Mixed Use District, insulation, double-paned windows, and other provisions should be used to reduce interior noise in new residential units to acceptable levels.

No major increases in railroad use are expected between now and the year 2015. By the year 2015, the 65  $L_{dn}$  contour along the railroad is expected to be about where it is today, or about 150 feet from the tracks. If railroad spurs are constructed within future industrial areas, noise impacts on nearby areas should be studied. If train movements on the spurs would increase noise levels in nearby residential areas, measures should be taken to mitigate the impacts.

### Noise Abatement

*Standards.* Table V-2 sets forth land use compatibility standards for noise. These standards have been developed in accordance with guidelines published by the California Department of Health Services, Office of Noise Control. They identify the levels of noise which are compatible with activities common in different land use categories. Recommended interior noise levels reflect the levels of sound required to carry out normal activities in each of the specified types of space. The standards should be periodically evaluated and revised if necessary.

Table V-2 identifies three separate levels of standards for noise exposure normally acceptable, conditionally acceptable, and normally unacceptable.

- **Normally Acceptable** noise levels are those which pose no threat to the specified use. Standard construction techniques would reduce external noise so that the interior noise level would not disrupt activities.
- **Conditionally Acceptable** noise levels are those in which standard building construction would not be adequate to protect the land use. However, standard mitigation measures such as noise barriers, site design to protect sensitive uses, architectural design to protect noise

**Table V-2  
NOISE AND LAND USE COMPATIBILITY**

Land Use Category	Recommended Maximum Noise Levels, dB (L <sub>dn</sub> )			
	Interior	Exterior		
		Normally Acceptable	Conditionally Acceptable	Normally Unacceptable
<u>Residential</u>				
Low Density	45	<60	60-70	>70
Medium/High Density	45	<60	60-75	>75
<u>Commercial</u>				
Motel	45	<60	60-75	>75
Office	50	<65	65-80	>80
Restaurant/Retail	50	<70	70-80	>80
<u>Industrial</u>				
Light Industrial	--	<70	70-80	>80
Manufacturing	--	<70	70-80	>80
<u>Public/Quasi-Public</u>				
School, Library, Church, Hospital, Theater	45	<60	60-75	>75
<u>Open Space</u>	--	<70	70-80	>80

Source: California Department of Health Services, Office of Noise Control.

sensitive activities, or acoustical insulation, could be easily employed to achieve acceptable sound levels.

- **Normally Unacceptable** noise levels are those for which simple mitigation measures would not be adequate. The specified land uses would not be appropriate in these areas unless major noise attenuation measures have been designed into the projects by a professional who is competent in sound reduction and unless a detailed noise study has been conducted to assure the performance of the design. Construction of the specified use should be strongly discouraged in areas with these levels.

*Mitigating Noise Impacts.* Standard building construction reduces noise levels from inside to outside by 10 to 20 dB. Measures which reduce noise exposure even further can be taken when designing or retrofitting buildings and when laying out new development. These include:

- **Site Planning.** The arrangement of buildings on a site can be used to minimize noise impacts. Four primary techniques are used: (1) increasing the distance between the noise source and the noise receiver (through setbacks); (2) placing land uses such as parking lots between the source and the receiver; (3) locating non-residential buildings (warehouses, etc.) parallel to the noise source so that they act as a sound barrier; and (4) locating doors and windows away from the noise source.
- **Architectural Design.** Noise impacts can be reduced by locating the more noise-sensitive rooms such as bedrooms and dining rooms away from the noise source, and locating the less sensitive rooms such as garages, kitchens, and bathrooms nearer to the source. Solid walls or reduced window areas in the direction of the noise source can also cut down the amount of noise reaching the receiver.
- **Acoustical Construction.** Noise can be intercepted as it passes through walls, floors, ceilings, and doors. Walls provide the most protection. The amount of protection can be increased through greater wall mass and stiffness, the use of cavity partitions, increased airspace, increased stud spacing, use of staggered studs, use of resilient materials to hold the studs and panels together, addition of acoustical blankets, and sealing of cracks and edges.

Windows are one of the acoustically weakest points of a wall. Reduced window size, increased glass thickness, and use of double glazed windows will decrease the amount of sound entering through windows. Doors are acoustically even weaker than windows. By using solid core doors rather than hollow ones, vinyl seal around the edges, and gasketed stops, sound penetration can be reduced. Beamed ceilings can be acoustically reinforced by adding a layer of fiberglass or other noise-resistant material.

Overall interior noise levels can be reduced by extensive use of heavy carpeting, drapes, wall hangings, and acoustical ceiling ties. These features cannot reduce the sound entering the building, but they can reduce overall noise levels by reducing sound reverberations. Psychological noise attenuation can be accomplished by masking noise. Techniques include air conditioning, music, fountains, and anything else which reduces perceived fluctuations in noise.

- **Barriers.** A noise barrier is an obstacle placed between a noise source and receiver to interrupt the path of the noise. Barriers can be constructed as earth berms, sound walls, fences, or dense plantings of shrubs and trees. A berm provides noise attenuation of up to 15 dB if it is several feet higher than the line of sight between the noise source and the receiver. Walls serve the same function with the same results. Landscaping is not as effective acoustically, but is generally the most aesthetically pleasing approach. Often a combination of these methods proves to be the best solution.

## **D. Goals, Policies, and Actions**

### **1. Seismic Safety and Geologic Hazards**

**Goal 1:** Reduced risk of personal injury, loss of life, and damage to property resulting from earthquakes.

#### **Policies**

**Policy 1.1** Require all new construction and renovation to be designed and constructed to retain structural integrity when subject to seismic activity, in accordance with the City's building codes.

**Policy 1.2** Require new development in areas of moderately or very high seismic hazard shown in Figure V-1 (p. V-3) to assess the extent of these hazards in accordance with State guidelines and incorporate mitigation measures which reduce them.

**Policy 1.3** Encourage the upgrading of existing buildings to protect against damage, injury, and loss of life.

**Policy 1.4** In the event potentially active faults are discovered in the future, establish setbacks between such faults and any structures intended for human occupancy.

### **Implementing Actions**

- Action 1.1** Work with the US Geological Survey, the California Department of Conservation Division of Mines and Geology, and Monterey County to refine and update Figure V-1 (p. V-3) so that it more precisely depicts groundshaking hazards in the Gonzales area.
- Action 1.2** Revise the Subdivision Ordinance (16.04.070) so that the requirement for a soils report may not be waived in areas designated as having moderately high or very high seismic risk on Figure V-1 (p. V-3). Require soils reports as needed for other (non-subdivision) applications where development is proposed in areas with moderately or very high seismic risks or where soil stability may be an issue.
- Action 1.3** Require geotechnical reports by a State-registered geologist for major development proposals on those sites within 500 feet of the Gonzales Slough and those sites identified in Figure V-1 (p. V-3) as having very high seismic hazards. These reports should evaluate measures to mitigate the effects of ground shaking, subsidence, settlement, and fault displacement.
- Action 1.4** Provide applicants proposing work on Unreinforced Masonry (URM) buildings with all necessary information to comply with State laws and requirements for URMs.
- Action 1.5** Continue to promote public awareness of earthquake hazards and ways to reinforce buildings and prevent damage, including bolting of homes to their foundations.
- Action 1.6** Perform a seismic evaluation of Police Department Building by 1997 and program the necessary funds to seismically upgrade the building in a five-year capital improvement program.
- Action 1.7** Evaluate any building code changes pertaining to seismic safety for their potential impact on historic structures. Code revisions which promote the preservation of such structures should be encouraged.
- Action 1.8** Maintain building codes, engineering standards, and groundwater withdrawal practices which minimize the risk of subsidence and differential settlement.
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## **2. Flood Hazards**

**Goal 2:** Reduced risk of personal injury, loss of life, and damage to property resulting from floods.

### **Policies**

- Policy 2.1** Prohibit development within the 100-year flood zone of Gonzales Slough (shown in Figure V-2, p. V-6) unless the project incorporates measures which mitigate 100-year flood hazards to habitable structures.
- Policy 2.2** Encourage the use of flood plain areas within new development as open space and recreation areas.
- Policy 2.3** Prohibit the siting of uses within the 100-year flood plain that could result in health hazards due to the release of chemicals or other potentially harmful substances as a result of inundation or erosion.
- Policy 2.4** Encourage flood control measures along the Gonzales Slough which protect riparian habitat values and incorporate provisions for recreation (trails) where feasible.
- Policy 2.5** Support flood control and drainage improvements to the Gonzales Slough which reduce the potential for flood-related damage.
- Policy 2.6** Maintain the Gonzales Slough and other drainage channels to ensure unobstructed flow of stormwater.
- Policy 2.7** Continue to work with the Monterey County Water Resources Agency to ensure that the effects of stormwater runoff from development upstream of Gonzales are mitigated through improvements on-site or downstream.

### **Implementing Actions**

- Action 2.1** On an on-going basis, require proponents of new development to prepare hydraulic storm drainage studies calculating the net increase in storm water runoff resulting from construction. Drainage improvements which mitigate these impacts should be required. These improvements could include open space set-asides which help absorb pollutants before they enter the groundwater.
- Action 2.2** Amend the Gonzales Flood Damage Prevention Ordinance (14.50) to: (a) allow on-site retention of flood waters if the area can also be used as open space and is accessible during non-flood periods, and (b) promote local enforcement power along the Slough. The Flood Damage Prevention Ordinance should be strictly enforced.
- Action 2.3** Include projects in the 5-year Capital Improvement Program which cover the expansion of the box culvert under Fanoë Road and the culverts along the Gonzales Slough. A funding mechanism for this work should be established.
- Action 2.4** Regularly inspect and maintain all drainage systems in the City and inform residents and property owners of any illegal structures or debris that must be removed.
- Action 2.5** Coordinate flood hazard analysis and management with the Army Corps of Engineers, Federal Emergency Management Agency (FEMA), Monterey County Water Resources Agency, and other responsible agencies. Request changes in FEMA maps when appropriate to reflect new data or analyses.

## **3. Emergency Preparedness**

**Goal 3: Preparedness in the event of an emergency.**

### **Policies**

- Policy 3.1** Prepare and maintain a Community-based Emergency Preparedness Plan which provides direction and identifies responsibilities in the event of a natural or man-made disaster.

- Policy 3.2** Increase public awareness of flood, seismic, fire, and other hazards and methods to avoid or mitigate the effects of these hazards.
- Policy 3.3** Cooperate with other public agencies to store, organize, distribute, and administer emergency medical equipment, supplies, services, and communications systems in the event of an emergency.
- Policy 3.4** Ensure that all emergency facilities and shelters are capable of carrying out their intended functions in the event of a disaster.

#### **Implementing Actions**

- Action 3.1** Within two years after adoption of the General Plan, complete and adopt a Gonzales Emergency Preparedness Plan.
- Action 3.2** Following adoption of the Emergency Preparedness Plan, prepare public information notices in English and Spanish on what to do in the event of an emergency.
- Action 3.3** Conduct periodic drills to test the effectiveness of the City's emergency response procedures.
- Action 3.4** Identify secondary emergency facilities in the event that the primary facilities are unable to function after an emergency. (*See also Action 1.5 on seismically upgrading City Hall.*)

### **4. Police and Fire Protection**

**Goal 4:** Adequate law enforcement and fire protection services.

#### **Policies**

- Policy 4.1** Expand police and fire protection services at a rate which recognizes the growth of Gonzales and the changing needs of its citizenry.
- Policy 4.2** Establish and maintain levels of service for police and fire services which meet or exceed the national average. Proposals for new development should be evaluated against these service levels to determine the extent of improvements needed.
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- Policy 4.3** Require new development to fund police and fire protection service needs resulting from that development.
- Policy 4.4** Design new development to foster a sense of community and to incorporate architectural or landscape features which minimize the potential for crime.<sup>2</sup>
- Policy 4.5** Support the gradual conversion of Gonzales' all-volunteer Fire Department to a combined sworn staff and volunteer Department. The conversion would enable the Department to provide efficient, reliable service to the larger population and employment base envisioned by this General Plan.
- Policy 4.6** Ensure that the Gonzales water system can provide adequate flow for peak fire suppression needs before new development is approved. Where water supply in existing developed areas does not meet current standards for fire flow, corrective measures should be pursued.
- Policy 4.7** Promote continued public education and awareness for youth to discourage drug use and gang activity.

#### **Implementing Actions**

- Action 4.1** Within one year of General Plan adoption, adopt level of service standards for police and fire protection. These standards should be based on (a) maximum acceptable response time; (b) minimum staffing levels per 1,000 residents; (c) fire-flow rates for hydrants; or (d) any other measurement deemed acceptable for ensuring the adequacy of police and fire services.
- Action 4.2** On an on-going basis, refer proposed development applications to the Police and Fire Departments for review and comment. Projects should not be approved until these Departments have determined that facilities and equipment are adequate or will be made adequate to serve the proposed development.

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<sup>2</sup> The policy promotes the concept of "defensible space." Design elements could include well lit parking areas and walkways, front doors facing the street, minimal use of alcoves or other hiding places, low vegetation screens, etc.

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**Action 4.3** In new subdivisions and other residential development, require roadway widths and turning radii that are sufficient for emergency vehicle access.<sup>3</sup> Road widths that substantially exceed the requirements for emergency vehicle access are discouraged. Where appropriate, hydrants, street lighting, and lighted house numbers should be provided to facilitate emergency service delivery.

**Action 4.4** Periodically update the Gonzales Building Code to incorporate amendments to the Uniform Building Code pertaining to fire and life safety.

**Action 4.5** Periodically evaluate the need for a second fire station on the east side of the freeway and the need for a full-time fire fighting force.

**Action 4.6** Evaluate police and fire impact fees on a regular basis to ensure that they are adequate to meet public safety needs.

**Action 4.7** Maintain up-to-date fire fighting and police vehicles.

## **5. Hazardous Materials**

**Goal 5:** Protection of residents and employees from accidental exposure to hazardous materials.

### **Policies**

**Policy 5.1** Review all development proposals for their potential to introduce hazardous materials to Gonzales, and require a sanitary survey of the potential impact on City utilities and stormwater where necessary to protect public health and safety.

**Policy 5.2** Support the County Hazardous Waste Management Plan and participate in its periodic update.

**Policy 5.3** Implement State and County requirements for the storage, use, transport, disposal, and handling of hazardous materials,

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<sup>3</sup> For consistency with the Community Character Element, roads should achieve this objective without being excessively wide. Road widths that substantially exceed the requirements for emergency vehicle access are discouraged.

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including requirements for management plans, security precautions, and contingency plans.

- Policy 5.4** To the extent permitted by law, regulate the transport of hazardous materials in residential areas to minimize potential health and safety hazards.
- Policy 5.5** Provide adequate and safe separation between areas where hazardous materials are present and non-compatible uses such as schools, residences, and public facilities.

### **Implementing Actions**

- Action 5.1** Use State and County permitting data to maintain an inventory of sites which store or use significant quantities of hazardous materials. The inventory should be consulted when considering new residential development or school sites.
- Action 5.2** Amend the Gonzales Hazardous Materials and Storage Ordinance (8.28) to: (a) prohibit storage or use of hazardous materials within a 25-foot property line setback in industrial areas; and (b) prohibit transportation of acutely hazardous materials (chlorine gas, ammonia, sulfur dioxide gas, etc.) on all City streets east of Alta Street; and (c) add a requirement for a sanitary survey of the potential impact on surface and groundwater where such hazards could be created by development.
- Action 5.3** Site future schools, residences, and public gathering places at least 1,000 feet downwind of areas that have significant quantities of hazardous materials. Conversely, site new uses that will have significant quantities of hazardous materials no less than 1,000 feet upwind of any existing or planned schools, residences, or public gathering places.
- Action 5.4** Support enforcement of California Code of Regulations Title 19 requirements for the storage of hazardous materials.
- Action 5.5** Add a spill containment requirement to Section 8.28 of the Gonzales Municipal Code. Where warranted by the type and extent of materials present, secondary spill containment facilities adequate to protect public health and safety should be required

on properties with hazardous materials storage and/or processing activities.

*(See Community Facilities and Services Element, Solid Waste section for policies and actions pertaining to household hazardous waste.)*

## **6. Air Quality**

**Goal 6: Clean, healthy air for the residents of Gonzales.**

### **Policies**

- Policy 6.1** Support regional efforts to achieve and maintain ambient air quality standards. The City should cooperate with regional, State, and Federal agencies in conducting studies and implementing regulations to improve air quality.
- Policy 6.2** Encourage a land use and transportation pattern which reduces dependence on the single passenger vehicle. Some of the elements of this pattern include a balanced mix of jobs and housing which minimize the necessity of commuting; a compact City form which minimizes vehicle miles travelled; mixing of commercial and residential uses to reduce the need for driving; and convenient provisions for bicycles, pedestrians, and carpools.
- Policy 6.3** Require mitigation measures for new development which could potentially result in a significant increase in air pollution, through increased vehicle traffic or stationary source (industrial) emissions.
- Policy 6.4** Minimize local air quality impacts related to new construction by requiring dust abatement measures where appropriate.
- Policy 6.5** Promote the use of street trees as a means of reducing roadside temperatures that in turn reduce summertime emissions of ozone formign hydrocarbon pollutants, especially along collector and arterial streets and along industrial streets, where street trees are not presently required.

### **Implementing Actions**

- Action 6.1** Use the environmental review process to evaluate the individual and cumulative impacts of large-scale development on air quality in the Salinas Valley. Require a thorough assessment of potential adverse air quality impacts and identify mitigation measures prior to project approval.
- Action 6.2** On an on-going basis, pursue State funds for transportation improvements which resolve congestion problems or promote alternatives to automobile use (including bikeways).
- Action 6.3** Cooperate with the Monterey Bay Unified Air Pollution Control District (MBUAPCD) in the implementation of the Air Quality Plan for the Monterey Bay region.
- Action 6.4** Support the on-going efforts of the MBUAPCD to increase public awareness about air pollution.
- Action 6.5** Participate in the Monterey County Congestion Management Program and the on-going efforts of the Transportation Agency of Monterey County. The program allows jurisdictions to use their gas tax funds to implement transportation improvements and resolve congestion problems.
- Action 6.6** Require and enforce dust emissions control plans for construction that includes regular watering during earthmoving and excavation, covering piles of exposed soil, sealing new roads as soon as possible, and other measures which limit dust.

## **7. Water Quality**

**Goal 7:** Clean, healthy water for the residents of Gonzales.

### **Policies**

- Policy 7.1** Protect the quality of water obtained from City wells.
- Policy 7.2** Minimize the extent of development using hazardous chemicals or involving polluting materials (such as motor oil and paint) in areas adjacent to the Gonzales Slough.

**Policy 7.3** Reduce the potential adverse impacts of construction grading, earth moving, and vegetation removal on water quality.

**Policy 7.4** Promote measures which trap or remove potential pollutants from urban runoff before they reach the Gonzales Slough.

**Implementing Actions**

**Action 7.1** Continue to monitor Gonzales' potable water supply for trace chemicals and other potential contaminants. Regular sanitary surveys should be performed by the City Engineer. The State Department of Health Services should be alerted if hazards are identified.

**Action 7.2** Work with the County Department of Environmental Health and Agricultural Commissioner to identify potential impacts of farming operations and the use of herbicides, pesticides, and fertilizers on the City's domestic water supply.

**Action 7.3** Maintain adequate regulatory controls to minimize sediment flow from construction sites and other sources to the Gonzales Slough and other drainage courses.

**Action 7.4** Support efforts to increase public awareness of water quality issues and prevent surface water pollution from household activities.

**Action 7.5** Enforce dumping and anti-litter laws to minimize pollution of ditches and the Gonzales Slough.

**Action 7.6** Encourage businesses to recycle items such as oil, paint, and other substances which could contaminate ground and surface water if improperly disposed.

## **8. Noise**

**Goal 8:** A development pattern that is compatible with the City's noise environment.

### **Policies**

- Policy 8.1** Maintain a citywide noise environment that achieves other General Plan goals while minimizing the impact of roadway, railroad, and industrial noise on the public.
- Policy 8.2** Discourage noise-sensitive uses such as hospitals or rest homes from locating in areas with high stationary source noise levels. Conversely, discourage new uses with high noise levels such as warehouses and heavy industry from locating near noise-sensitive uses.
- Policy 8.3** Follow the noise standards in Table V-2 (p. V-23) for various land uses in Gonzales. The table specifies the maximum noise levels that are normally acceptable, conditionally acceptable, and normally unacceptable for new development. New projects shall be required to meet these standards recognizing, however, that, construction noise may exceed these standards for limited duration periods.
- Policy 8.4** Maintain a maximum acceptable exterior noise level of 60 dB ( $L_{dn}$ ) in residential areas. The 60 dB goal should also be used where outdoor use of a space is a major consideration, including backyards and active recreation areas. Where the City determines that an  $L_{dn}$  of 60 dB or lower cannot be achieved after all feasible mitigation measures have been applied, an  $L_{dn}$  up to 65 dB may be permitted.
- Policy 8.5** In development areas adjacent to Highway 101 and Alta Street, require site planning and architectural design which reduces the exposure of sensitive land uses (such as housing) to noise.
- Policy 8.6** Discourage the long-term use of noise-producing machinery and equipment in residential areas when the impact would be considered intrusive to local residents.
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- Policy 8.7** Include noise attenuation techniques in the design of new arterial and collector streets. This could include the use of landscaping, street trees, berms, and acoustical barriers.
- Policy 8.8** Require the use of sound walls, berms, or other devices for new residential development adjacent to Highway 101 to reduce noise intrusion. The Community Character Element includes design recommendations for sound walls.
- Policy 8.9** Discourage truck traffic on Fifth Street and other residential streets to reduce noise levels in residential areas.
- Policy 8.10** Coordinate with the California Occupational Safety and Health Administration (CalOSHA) to provide information on and enforcement of occupational noise requirements within the City.

#### **Implementing Actions**

- Action 8.1** Require a noise evaluation for: (a) all proposed projects that are likely to be exposed to noise levels greater than the Table V-2 (p. V-23) standards; (b) all proposed projects that would generate non-construction noise greater than the Table V-2 standards; and (c) projects that would cause the existing  $L_{dn}$  on residential properties to permanently increase by 5 dB or more. Should noise levels exceed normally acceptable levels, the City shall require mitigation measures based on a technical study prepared by a qualified acoustical engineer.
- Action 8.2** Enforce the California Uniform Building Code requirement that specifies that indoor noise levels for residential living space not exceed 45 dB  $L_{dn}$  when the outdoor noise levels exceed 60 dB  $L_{dn}$ . In such locations, the maximum instantaneous noise levels should not exceed 50 dB in bedrooms and 55 dB in other rooms. Typical sources of instantaneous noise include truck passbys, train passbys, and train whistles.
- Action 8.3** Consider establishing a periodic noise monitoring program to identify progress in achieving noise abatement objectives and to perform necessary updating of the Community Health and Safety Element and community noise standards.
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- Action 8.4** Amend Gonzales Municipal Code Section 10.32 so that Fifth Street is no longer a designated truck route.
- Action 8.5** Enforce the applicable sections of the California Vehicle Code pertaining to noise emissions.
- Action 8.6** Modify existing ordinances or adopt a new ordinance to deal with intrusive noise sources such as music, machinery, construction, barking dogs, and equipment. The ordinance would be designed to protect quiet residential areas from stationary noise sources. The ordinance also would include specific standards for construction noise.
- Action 8.7** Require new commercial or industrial uses that are close to existing or future residential areas to demonstrate compliance with the Noise standards in Table V-2 (p. V-23) prior to the approval of the project.
- Action 8.8** Require new noise-sensitive development near existing stationary noise sources to incorporate mitigation measures to comply with the standards in Table V-2 (p. V-23).

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## **Chapter VI ENVIRONMENTAL RESOURCES AND CONSERVATION**

■ ■ ■

### **A. Introduction**

#### **1. What is the Environmental Resources and Conservation Element?**

This Environmental Resources and Conservation Element is concerned with the management of open space and the conservation of natural resources like soil, water, and natural habitat. The Element combines two of the seven mandatory General Plan Elements: Open Space, which is required by Government Code 65302 (a) and Conservation, which is required by Government Code 65302 (d). Because the two Elements overlap in content and function, they have been combined in this Plan.

Open Space is defined in the Government Code as "any area of land or water which is essentially unimproved and devoted to open space use." The State further specifies that four general categories of open space be addressed in the General Plan: (a) open space for the preservation of natural resources; (b) open space for the managed production of natural resources (including farmland); (c) open space for outdoor recreation; and (d) open space for public health and safety. This Element includes policies and actions promoting the long-range preservation and management of all four types of open space.

The Element emphasizes the conservation of two of Gonzales' most valuable natural resources: the prime agricultural lands on the City's perimeter, and the plant and animal resources along the Gonzales Slough. The Element also emphasizes the need for recreational open space in Gonzales, including the need for new parks and trails as the City grows.

#### **2. Organization of this Element**

The following section of this Element describes background conditions, issues, and major proposals for the future. An overview of open space in Gonzales is provided first. Open space needed for the preservation of natural resources is discussed next, with a focus on the Gonzales Slough and water resources.

Open space for the managed production of natural resources is then discussed, including soils and agricultural activities. The fourth section discusses recreational open space, namely parks. This is followed by a section on open space required to protect public health and safety, including flood plains. The Element concludes with goals, policies, and actions for each heading.

## **B. Overview of Open Space in Gonzales**

Gonzales is surrounded by thousands of acres of agricultural open space.<sup>1</sup> However, there are only about 19 acres of land dedicated as permanent open space within the City limits. This includes three City parks totalling about 14 acres and about 5 acres along the banks of the Gonzales Slough used for flood control. Another 26 acres are vacant and designated for future development. There are also a handful of scattered "infill" lots that are zoned for residential development.

Although not counted as open space, some developed areas in Gonzales have an open character and provide some of the same aesthetic and environmental benefits as parks or farmland. These areas include the Cemetery at the south end of the City, the school athletic fields, and the landscaped grounds surrounding the Monterey Vineyards. Private residential lawns and yards also contribute to the overall perception of Gonzales as a City that provides room to breathe and immediate access to open space.

## **C. Open Space for the Preservation of Natural Resources**

Agriculture and urban development have radically altered most of the natural resources in Gonzales. Although the resources that remain are not in pristine condition, they are still valuable. At their earliest meetings, the General Plan Citizens Advisory Committee emphasized the importance of preserving the Gonzales Slough and maintaining the City's natural resources.

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<sup>1</sup> "Agriculture" is one form of open space. It is distinguished from "recreational" open space or "conservation" open space by its economic productivity. Agricultural open space is typically privately owned and is not suitable for public access due to the presence of machinery and heavy equipment, the application of pesticides and other farm chemicals, and the use of the land for crop and livestock production.

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## **1. Gonzales Slough**

The Gonzales Slough drains an area of approximately 30 square miles before flowing into the Salinas River about two miles southwest of the City of Gonzales. The Slough is the most notable natural feature in Gonzales, bisecting the City and forming a major open space corridor between the high school stadium and South Alta Street. The Slough is the spine of a riparian corridor that provides habitat for a variety of plant and animal species. Vegetation along the Slough not only provides food, hunting, and nesting areas for wildlife, it also maintains the stability of the streambanks, slows the flow of stormwater, and reduces surface water pollution.

Alders, willows, and cottonwoods were probably common along the Slough before Gonzales was developed. Over the past 120 years, agriculture and urbanization almost entirely eliminated native trees, replacing them with introduced species. Most plants now remaining are invasive grasses and low growing shrubs. Animals nesting along the Slough include red-winged blackbirds, killdeer, mice, ground squirrels, and other species that are able to tolerate daily human disturbance.<sup>2</sup> No special status species (rare, endangered, or threatened) have been located in the City limits.

The Slough serves an important open space function by defining the edges of some Gonzales neighborhoods. This Element includes goals, policies, and actions which preserve this function. In future development areas, the Slough is to be maintained as open space, with its natural qualities protected and enhanced. In existing developed areas, the Slough will be managed to balance ecological, recreational, and flood control objectives.

## **2. Other Biotic Resources**

Prior to the settlement and cultivation of the Salinas Valley, the area was predominantly grassland. Livestock raising and intensive agriculture eliminated most natural habitat before the end of the last century and today there only isolated traces of native plant and animal communities left. Nonetheless, the vegetable fields, pasture, and roadsides around Gonzales do provide habitat for different species. A variety of bird and small mammal species have adapted to the altered landscape and now forage and nest within the area. Some of the fields provide suitable habitat for rabbits, mice,

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<sup>2</sup> Source: Denise Duffy & Associates, Final Environmental Impact Report, LDL Investments, 1992. The information describes a 20-acre site on both sides of the Slough south of the Monterey Vineyards. Based on field inspection, conditions on this site appear to be comparable to other undeveloped sites along the Slough and within the City limits.

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gophers, doves, pheasants, and passerine birds. Street trees, City parks, and private yards provide supplemental habitat. Most of the older neighborhoods in the City have mature trees, providing habitat for birds.

### **3. Archaeological Resources**

There are no known archaeological or paleontological sites in Gonzales. However, the City's setting on level terrain adjacent to a watercourse suggests it might have been a site of habitation by indigenous people. The entire Salinas Valley was occupied for thousands of years by ancestors of such groups as the Costanoan, Ohlone, Salinan, and others. The alluvium deposited by Valley flooding may be so thick that remains exist at depths which have yet to be disturbed by farming or urban development. The General Plan recommends that development proceed with an awareness that such resources may potentially be present. If prehistoric remains or artifacts are found, they should be conserved and protected.

#### **D. Open Space for the Managed Production of Resources**

The following sections describe soils in the Gonzales Planning Area and provide an overview of the characteristics of local agriculture. Agriculture is the major resource production activity in the Gonzales area and will continue as such through the time horizon of the General Plan. The Land Use Diagram depicts Gonzales in the Year 2015 as a community still surrounded on all sides by farmland.

#### **1. Soils**

Most of the non-urbanized soils within the Gonzales Planning Area are classified as "prime" based on the State Department of Conservation's Important Farmlands Inventory and as "Class I" or "Class II" based on the SCS Land Capability System. These classifications are based on a variety of factors, such as drainage, salinity, slope, thickness, permeability, and susceptibility to erosion. Those local soils not classified as prime are classified as "soils of statewide significance." Farmland with this designation is less desirable but is still highly productive. In Gonzales, the yields per acre are comparable on both the prime soils and the soils of statewide significance.<sup>3</sup>

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<sup>3</sup> Source: USDA, Soil Conservation Service, Soil Survey of Monterey County, April, 1978. Westlands Water District, 1992.

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Figure VI-1 shows soil types in the Gonzales vicinity. The most productive soils are generally found west of the Gonzales Slough. The less productive soils are located east of Highway 101 and south of Johnson Canyon Road. Higher clay content in this area means that more water must be used during farming.

The same qualities that make prime soils valuable for agriculture also make them attractive for urban development. They pose few constraints to construction and are usually well-suited for roads, foundations, and other improvements. In some locations, especially where clay content is relatively high, the soil may expand when wet and contract when dry. This shrink-swell cycle may require special engineering solutions and may warrant soil surveys and borings to ensure that the risk of differential settlement and foundation damage is minimized. Engineering plans for new development should consider such factors in the design of roads, utilities, and foundations.

General Plan policies acknowledge the importance of soil as a local resource. The Plan recommends that erosion and sedimentation control plans be used to minimize discharge of sediments into irrigation channels and roadside ditches.

## **2. Agriculture**

Gonzales has been dubbed "the Heart of the Salad Bowl" by virtue of its location at the center of one of the most productive agricultural areas in the nation. In 1990, more than 40 percent of the City's labor force was employed in agricultural activities, including agriculturally related industries and services. Fields in the vicinity of Gonzales support lettuce, strawberries, broccoli, nursery crops, wine grapes, and seed crops.

The City is home to a major winery and to several vegetable processing, packing, and shipping facilities. Agriculture is not only economically important to Gonzales, it is also an important part of the City's history and identity. The City was settled by ranchers and farmers and continues to celebrate this heritage through festivals and special events.

Most future development in the City will require the annexation of farmland and its conversion to urban uses. These annexations will be subject to approval by the Monterey County Local Agency Formation Commission (LAFCO). LAFCO is required by State law to consider the agricultural value of land when it reviews applications for City annexations or sphere of influence amendments (Govt. Code 56064). The State directs LAFCO to consider a number of factors, including soil classification and the value of

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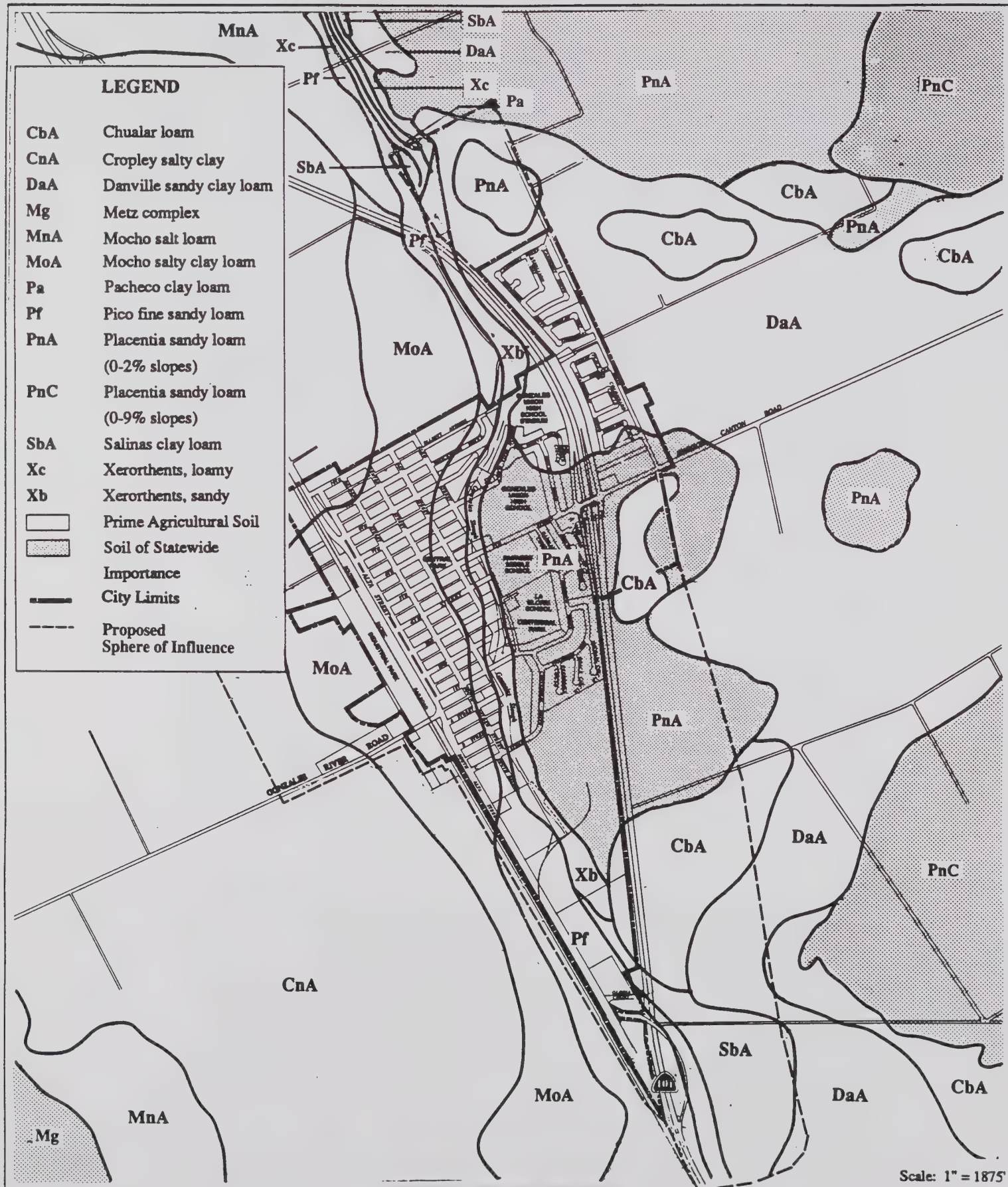


FIGURE VI-1  
Soils



**GONZALES**  
GENERAL PLAN

SOURCE: Soil Conservation Service Manual  
for Monterey County, U.S.D.A., 1982.

**BRADY AND ASSOCIATES**  
PLANNERS AND LANDSCAPE ARCHITECTS

crops produced per acre. In the Gonzales area, production value per acre is quite high, particularly on fields where two crops per year can be grown.

Another consideration made by LAFCO when evaluating annexation requests is consistency with the Monterey County General Plan. The Central Salinas Valley Plan designates the land around the City as agricultural and rural. The County Plan also contains strong policy language urging the protection of prime farmland and directing development towards less productive soils. At the same time, the County Plan recognizes the right of communities to grow and the importance of having buildable land to meet countywide housing and economic development objectives. LAFCO resolves these two potentially competing objectives by encouraging annexation of the less productive lands adjacent to cities, and by waiting until existing spheres of influence are mostly developed before approving further expansion.

Gonzales has also followed this approach, directing future development to the less productive soils east of the City, and including policies in this Element which encourage growth that is contiguous to the existing City. The Land Use Diagram (Figure II-2, p. II-19) defines the long-term edge between urban and agricultural activities and includes policies which support continued agricultural production in the Planning Area.

Williamson Act and Agricultural Easements. The California Land Conservation Act of 1965 (Williamson Act) is intended to discourage the unnecessary and premature conversion of agricultural land to urban uses. When Monterey County enters into an agreement under the Williamson Act, the landowner agrees to limit the use of the land to agriculture and compatible uses for a period of at least 10 years and the County agrees to tax the land at a rate based on its agricultural productivity rather than its real estate market value.

None of the parcels proposed for development in this Plan are currently under Williamson Act contracts. The General Plan encourages the use of Williamson Act contracts outside the proposed urban area to reduce the potential growth-inducing impacts of new development. Although such contracts may be cancelled at the request of the landowner, projects which result in the cancellation of a contract for parcels larger than 100 acres are considered to have statewide, regional, or areawide significance under CEQA. Such cancellations are subject to environmental review, with the associated EIR or negative declaration submitted to AMBAG and the State Clearing-house for review and comment.

A more restrictive approach to conserving farmland is to acquire an easement which permanently restricts the use of land to agriculture. The County has already acquired such easements on the 119-acre farm immediately north of Tenth Street and the 540-acre Meyer Ranch west of Alta Street and north of the City's future industrial area. As explained in the Land Use Element, these easements effectively block Gonzales' growth to the north and northwest and direct the City's expansion to the east.

Land Use Compatibility. For years, farmers near the Gonzales City limits have had to contend with operational constraints from urban encroachment. Safety concerns make aerial application of seeds and herbicides more difficult. Health concerns may restrict the use of chemicals. Trespassing and vandalism may cost thousands of dollars. Ultimately, these conditions can reduce yields and profit margins to the point where they threaten the continued use of the land for agriculture.

Gonzales residents, meanwhile, must contend with the noise, dust, and odors associated with farming. While some level of inconvenience is tolerated, conditions may reach a point where the goal of quiet, healthy neighborhoods may be compromised. Residents of the newer subdivisions in particular may be unprepared for the reality of living adjacent to a feed lot or broccoli field. The General Plan includes goals, policies, and actions which strive to reduce these kinds of conflicts so that agriculture can continue to be viable.

The Plan seeks to ensure the viability of agriculture as a *permanent* land use outside the urban area and to ensure the viability of agriculture as an *interim* land use inside the urban area. Rather than leaving land fallow until development is proposed, the Plan encourages farming activities to continue until specific proposals are approved. This will enable local farms to keep contributing to the local economy.

The use of "right to farm" disclosure statements is recommended in new residential areas that abut farms. These statements let homebuyers know that they may be subject to noise, odor, spraying, and other activities from nearby farms. The General Plan also recommends that new development be contiguous with existing development to avoid the creation of isolated "islands" of development surrounded by farmland. In most of the Planning Area, Fanoie Road and Herold Parkway will be maintained as buffers between the residential areas to the west and farmland to the east.

### **3. Salinas Valley Groundwater Basin**

The Salinas Valley Groundwater Basin is another resource that requires the management of open space in the Gonzales area. The City is dependent on groundwater from the Basin for all municipal and industrial purposes. The Basin is separated into four hydrologically linked areas. Gonzales extracts water from three of these areas: the Eastside, Pressure, and Forebay. The fourth area, known as Upper Valley, does not provide water for the City directly but is an "upstream" source of recharge.

Recharge to the Groundwater Basin occurs through a variety of means, including the Salinas River, percolation of rainfall and runoff from the surrounding hills, and irrigation return flow. During the dry months, low or non-existent flows in the Salinas River are augmented by scheduled releases from Nacimiento and San Antonio Reservoirs in southern Monterey and northern San Luis Obispo Counties. The reservoirs have a combined storage of 700,000 acre feet (AF). However, due to low rainfall over the past decade, both reservoirs are well below their capacity.

About 530,000 AF of water each year is pumped from the Salinas Valley Groundwater Basin, 95 percent of which is used for farming and agricultural use. The remaining 5 percent is used for municipal and industrial purposes, serving about 150,000 people in Monterey County. All four sub-areas of the Basin are experiencing demands in excess of their recharge, resulting in a Basin-wide overdraft of 45,000 AF per year. In response, Monterey County has enacted water conservation regulations which set fines for the waste of water.

The Basin has also been impacted by seawater intrusion, particularly in the areas north of Gonzales. In 1993, this worsening problem resulted in a mandate from the State Water Resources Control Board to limit the amount of water that could be pumped each year. The Monterey County Water Resources Agency (MCWRA), the agency that regulates groundwater pumping, responded with such limits and ordered the installation of meters on all 1,800 wells in the Valley (this has subsequently been challenged in court by local farmers). The State has directed the MCWRA to take additional corrective measures including development of a groundwater management plan and possibly limiting the creation of new farmland.

To address long-term water supply needs, the Monterey County Flood Control and Water Conservation District will be developing a long-range water management plan in the future. A number of alternatives have been explored, including the use of reclaimed wastewater for irrigation. At the local level,

the results are likely to be higher rates and a greater emphasis on water conservation for Gonzales residents. The General Plan emphasizes the need for conservation and supports the development and implementation of management plans for regional water resources.

#### **4. Other Natural Resources**

State Government Code 65302 (d) specifies that general plans must address the conservation of forests, harbors, fisheries, and mineral resources. No forestry activity occurs in Gonzales and none is planned in the future. Due to the absence of navigable water, no harbors or fisheries exist and none are planned. There are no known mineral deposits of significance within the Planning Area. No mining, quarrying, or sand and gravel extraction occurs presently and none is planned.

#### **E. Open Space for Outdoor Recreation**

City parks comprise most of the open space used for outdoor recreation in Gonzales. There are three parks totalling about 14 acres. Centennial Park, located on First Street at Gonzales Slough, covers 7.9 acres and includes a swimming pool and a baseball field. The Park's facilities were recently upgraded, although there are still no restrooms. Central Park, bounded by Center, Day, Fifth, and Sixth Streets, covers 2.8 acres and occupies a full city block. The Park is a community gathering place, with picnic, barbecue, playground, basketball, and volleyball areas, and restroom facilities. A third park (approximately 3 acres) has been dedicated in the new California Breeze subdivision and is now being improved.

The National Recreation and Park Association recommends that a local park system contain 5 to 8 acres of community-serving parkland per 1,000 residents. As of 1993, Gonzales had just 2 acres of parkland per 1,000 residents. Despite a near doubling of the population since 1980, park acreage did not increase. This deficiency is offset to some extent by the availability of the school athletic fields for public recreation and the linear open space along the Gonzales Slough. The new park in California Breeze will also help address the deficiency, although it primarily addresses the needs of residents in that subdivision.

The General Plan recommends the continued use of impact fees and parkland dedication to address the recreational needs generated by new development. The Land Use Diagram (Figure II-2, p. II-19) identifies conceptual locations for new parks in the future development area south of the C Street extension

and in the area north of Sunrise Ranch. Additional park dedication may be required as mitigation for individual subdivisions. The goal set by this Plan is to reach a ratio of 5 acres of parkland per 1,000 residents. That goal also includes a balance in the geographic distribution of parkland. Ideally, every Gonzales resident should live within one-half mile of a park.

The Plan also recognizes the value of the Gonzales Slough as recreational open space. Some members of the Citizens Advisory Committee felt strongly that the Slough should be dedicated as a linear park with a bike trail along the top of the bank. Others felt that the Slough should remain a passive open space and cautioned that park improvements could affect the privacy of adjoining residences and compromise the Slough's flood control function. Still others envisioned more elaborate plans, with check dams and artificial ponds and a trail extension to the area north of Sunrise Ranch. The approach recommended here is to balance recreational, flood control, and ecological objectives, as allowed by other agencies which have jurisdiction over lands along the Slough. While a linear park and trail is endorsed in concept, it is recognized that it may be many years before it can be completed.

Figure VII-1 (p. VII-8) in the following chapter shows the location of existing and proposed Gonzales parks.

#### **F. Open Space for Public Health and Safety**

The primary open space required for the protection of public health and safety is the Gonzales Slough. The Community Health and Safety Element contains policies for the management of the Slough flood plain and recommends that it be retained as open space in areas planned for future development. It is particularly important that the "floodway" remain open to allow for the unencumbered flow of stormwater.<sup>4</sup>

As future development occurs, open space may be required for stormwater detention in new development to protect residents from flood hazards. These areas may be jointly used for recreation where feasible, allowing the open space to concurrently meet goals of public safety and increased recreational opportunity. Additional open space should be provided where needed to allow for groundwater recharge and filtration of urban runoff pollutants that would otherwise enter local streams.

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<sup>4</sup> The floodway is the channel that must be reserved to discharge the 100-year flood without cumulatively increasing the water surface elevation more than one foot.

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## **G. Goals, Policies, and Actions**

### **1. General**

**Goal 1: Permanent open space on all sides of Gonzales to help maintain the City's small town, agricultural character.**

#### **Policies**

**Policy 1.1** Maintain agricultural open space around Gonzales as a means of giving form and definition to the City. To this end, urban uses should not be permitted in the Gonzales Planning Area outside the areas designated for development in this Plan.

**Policy 1.2** Encourage Monterey County to promote and support agricultural uses in the Central Salinas Valley and to discourage urban development on prime agricultural lands not contiguous to existing cities.

**Policy 1.3** Use agriculturally designated land within the Planning Area for the cultivation and harvesting of crops and not for agricultural industries or commercial businesses.

*(See also Land Use Element Policy 1.9 regarding "City-Centered Growth.")*

#### **Implementing Actions**

**Action 1.1** Work with Monterey County to maintain agricultural zoning on land in the Gonzales Planning Area but outside the proposed sphere of influence.

**Action 1.2** Do not annex parcels in the Gonzales Planning Area unless they are designated for urban uses in this General Plan.

**Action 1.3** Review and comment on all County proposals to allow agricultural industry or commercial businesses on land designated for Agriculture within the Gonzales Planning Area. Such development is strongly discouraged by this Plan unless it is located within the City sphere of influence.

## **2. Gonzales Slough**

**Goal 2: Conservation of the Gonzales Slough as an ecological, recreational, and flood control resource.**

### **Policies**

**Policy 2.1** Maintain the Gonzales Slough as permanent open space and retain or restore vegetation along the banks wherever feasible. Encroachment of development into riparian areas along the Slough should be minimized.

**Policy 2.2** Support the enhancement of the Slough as habitat for local plants and animals, provided that such enhancement does not impede its function for flood control and recreation.

### **Implementing Actions**

**Action 2.1** Consider adopting an overlay zoning district for properties abutting the Gonzales Slough. The district would require setbacks of at least 25 feet from the top of bank and would prohibit alteration or grading in the area below the top of bank unless required for flood control or habitat restoration purposes.

**Action 2.2** Use the environmental review process to assess conditions along the Slough within individual development sites. Wherever feasible, require development to mitigate potential adverse impacts on plant and animal life.

## **3. Other Biotic Resources**

**Goal 3: Improved natural habitat for plants and animals within Gonzales.**

### **Policies**

**Policy 3.1** Retain large or significant trees within the existing City limits and on new development sites.

**Policy 3.2** Plant street trees in City parks and along public rights-of-way to: (a) provide urban habitat for birds and small mammals; (b) conserve energy by blocking summer sun and impeding winds; (c) assist in groundwater recharge and erosion prevention; (d) remove pollutants from the air; (e) absorb traffic noise; (f)

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provide a street environment that is conducive to pedestrian travel; and (h) enhance the visual quality and character of Gonzales neighborhoods.

### **Implementing Actions**

- Action 3.1** Use the environmental review process to require site-specific surveys which identify potential biotic resources on development sites, including special status species. Mitigation measures should be established where appropriate to reduce potential adverse impacts on plant and animal life.
- Action 3.2** Consider adopting a tree conservation and removal ordinance to protect and preserve the City's trees and to guide future landscaping and street tree planting.

## **4. Archaeological Resources**

**Goal 4: Protection of archaeological resources in and around Gonzales.**

### **Policy**

- Policy 4.1** Support continued research on Native American settlement around Gonzales and protect any artifacts or sites discovered.

### **Implementing Action**

- Action 4.1** Use the environmental review process as a means of carrying out this policy. An investigation of potential archaeological resources should be required on any development site where there is reason to believe that such resources are likely to be present. The decision to preserve or extract any resources uncovered would be made on a case by case basis according to the recommendation of a qualified archaeologist.

## **5. Soils**

**Goal 5: Protection of soil resources in and around Gonzales.**

### **Policy**

**Policy 5.1** Minimize erosion and loss of topsoil as new development occurs. Soil should be protected to avoid siltation of the Slough and to maintain its capability to support landscaping, gardens, and other productive uses.

### **Implementing Actions**

**Action 5.1** Review current City requirements for grading and earth movement to ensure that soil resources are adequately protected.

**Action 5.2** Use the environmental review process to require evaluations of soil resources when necessary. Where appropriate, require measures to mitigate potential adverse impacts on soil, including erosion and siltation of drainage courses.

## **6. Agriculture**

**Goal 6: Conservation of agricultural open space around Gonzales.**

### **Policies**

**Policy 6.1** Maintain agriculture as the core of the local economy by conserving and protecting agricultural lands and operations within the Planning Area.

**Policy 6.2** To the maximum extent feasible and when consistent with other General Plan policies, encourage development on those soils in the Planning Area which have the lowest value for agricultural production (as rated by the Soil Conservation Service). These soils are labeled on Figure VI-1 (p. VI-6) as "Soils of Statewide Importance."

**Policy 6.3** Permit urban development only within the areas designated for urban uses on the Land Use Diagram. Land beyond this boundary should remain in agricultural use for the duration of the planning period. (*Same as Land Use Element Policy 3.2.*)

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- Policy 6.4** Protect agricultural operations from interference from urban uses by:
- (a) siting new residential areas away from farm activities which generate nuisance odors or which involve chemical spraying and aerial applications;
  - (b) using buffers or transitional uses (such as parking, roads, etc.) between permanent agricultural areas and residential development areas; and
  - (c) requiring that development is phased in a manner which prevents "islands" of urban uses surrounded on all sides by farming. As specified in Land Use Element Policy 3.6, all new development should be contiguous on at least one side to existing urban development or the portion of Highway 101 within the sphere of influence.
- Policy 6.5** Encourage agriculture as an interim land use on undeveloped properties in the sphere of influence designated for future urban uses. (*Same as Land Use Element Policy 3.5.*)
- Policy 6.6** Support County, State, and Federal efforts which protect the soil, water, and air resources necessary for the continued viability of agriculture in the Gonzales area.

#### **Implementing Actions**

- Action 6.1** Require that new developments be phased in a manner which minimizes interference with adjacent farm areas. Generally this will mean that the portions of new projects adjacent to existing development are constructed first.
- Action 6.2** For properties on the perimeter of the planned urban area, require site plans which minimize potential conflicts with permanent agricultural operations. Less sensitive uses such as parking, roads, storage, and landscaping should be sited adjacent to the agricultural areas. Residential backyards should not directly abut areas planned for long-term agriculture. (*Same as Land Use Element Action 3.3.*)
- Action 6.3** Use "Right to Farm" disclosure notices for new residential subdivisions and other residential developments which adjoin still-active agricultural operations. The notices would inform prospective homebuyers of the possible impacts of agricultural activities on adjoining properties, including noise, odor, and dust.
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Such disclosure notices should remain in effect as long as there are active agricultural operations on adjoining parcels and should be removed only after adjoining parcels are taken out of agricultural use. *(Same as Land Use Element Action 3.4.)*

**Action 6.4** When Environmental Impact Reports are prepared for projects which convert agricultural land to urban use, require an assessment of potential adverse impacts on adjoining agricultural land and require mitigation where such impacts are identified. *(Same as Land Use Element Action 3.5.)*

**Action 6.5** Promote the use of Williamson Act contracts rather than agricultural easements as a means of maintaining land in agricultural use. Williamson Act contracts are preferred because they protect farmland without permanently encumbering the property. *(See also Land Use Element Action 3.6 on the use of the Williamson Act.)*

## **7. Water Resources**

**Goal 7: Sufficient water to meet domestic and agricultural needs in the Gonzales Planning Area.**

### **Policies**

**Policy 7.1** Support efforts to safeguard the quality and availability of groundwater supplies in the Salinas Valley. Any mandatory limits on consumption should be fair and should be applied equitably to domestic and agricultural water users.

**Policy 7.2** Protect the quality and quantity of groundwater supplies by managing land uses around City wells and encouraging water conservation and groundwater recharge.

**Policy 7.3** Support efforts to supplement groundwater supplies with additional sources, such as reclaimed wastewater and new reservoirs, provided that these sources are economically feasible.

**Policy 7.4** Encourage water conservation by Gonzales residents by promoting the use of native and drought-tolerant landscaping and water-saving appliances, and by discouraging behavior which makes wasteful or inefficient use of water.

### **Implementing Actions**

- Action 7.1** Develop a long-range plan for municipal water supplies which includes possible sites for new wells.
- Action 7.2** Explore the cost and feasibility of using reclaimed wastewater from the Gonzales sewage treatment plant. Pursue such systems only when economically feasible.
- Action 7.3** Continue to follow the State's model ordinance promoting the use of drought-tolerant landscaping and the City's water ordinance promoting water conservation practices.

## **8. Open Space for Outdoor Recreation**

**Goal 8: A park system that meets the recreational needs of present and future Gonzales residents.**

### **Policies**

- Policy 8.1** Provide parks and recreational facilities of varying sizes and functions to meet the needs of Gonzales residents. Park acreage should be increased commensurate with the growth of the City.
- Policy 8.2** Provide a sufficient mix of park environments to meet both passive and active recreational needs.
- Policy 8.3** Locate new parks so that facilities and open spaces are equitably distributed throughout the City and so that safe, convenient access by pedestrians and bicycles can be ensured.
- Policy 8.4** Work with the school districts in Gonzales to allow joint use of school athletic fields and playgrounds for public recreation. Wherever feasible, school fields and recreational facilities should supplement City parks and be used to offset the deficiency of park acreage that currently exists in the City.
- Policy 8.5** Require proponents of new residential development to contribute to the acquisition and/or development of adequate parks and recreational facilities, either through dedication of parkland, payment of mitigation fees in-lieu of such dedication, or both.

- Policy 8.6** Where feasible, safe, and consistent with flood control and habitat protection goals, provide trails and other recreational amenities along the Gonzales Slough. The ultimate goal should be a continuous bike and pedestrian trail extending along the Slough from Alta Street to the area north of Sunrise Ranch.
- Policy 8.7** Cooperate with neighboring communities, public agencies, and school districts to provide recreational facilities and programs to Gonzales residents.

### **Implementing Actions**

- Action 8.1** Utilize the maximum allowable requirement under the Quimby Act (California Government Code 66477) for parkland dedication and in-lieu fee requirements. The Act allows cities to use a standard of 3 acres per 1,000 residents.<sup>5</sup> The City's parkland dedication ordinance should continue to be used as a regulatory tool for obtaining parkland and generating revenue for improvements serving new development.
- Action 8.2** Establish a community-serving park within the future development area south of California Breeze subdivision.
- Action 8.3** Amend City Ordinance Section 16.14.040 to explicitly state that the City can require dedication of a park site even if the site is not specifically identified on the Land Use Diagram, as long as the need for a park is sufficiently demonstrated through the environmental review process using the standards established by this Element.
- Action 8.4** Consider a variety of funding mechanisms for park improvements, including but not limited to impact fees, assessment districts, user fees, donations and fund raising, and State and Federal grants.
- Action 8.5** *To the extent permitted by law*, require the dedication of a trail easement along the Gonzales Slough when parcels fronting the Slough are developed or redeveloped. Grants and other funding

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<sup>5</sup> If the acreage of existing parks already exceeds 3 acres per 1,000 residents, then the existing amount up to a maximum of 5 acres per 1,000 residents may be adopted as the standard. Gonzales has about 2 acres of parkland per 1,000 residents. If park acreage should exceed 3 acres per 1,000 in the future, the higher ratio should be used as the standard for dedication purposes.

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sources should be explored to join disconnected segments of the trail and to create a link across Highway 101.

- Action 8.6** Place a priority on the development of new tot lots and play areas. Tot lots should encourage safe, creative play areas for youngsters.
- Action 8.7** Maintain City/ school partnership agreements which enable school and park facilities to be used jointly for recreation and which ensure public access to school recreational facilities during non-school hours.
- Action 8.8** Work with the school districts to ensure that school playfields and recreational facilities are retained as public open space, even if the schools are leased or sold for non-educational purposes.

## **9. Open Space for Public Health and Safety**

**Goal 9: Conservation of open space where necessary to protect the health and safety of Gonzales residents.**

### **Policies**

- Policy 9.1** Maintain the floodway of the Gonzales Slough as open space.
- Policy 9.2** Encourage the use of flood plain areas within new development as open space and recreation areas (*Same as Community Health and Safety Element Policy 2.2*).

### **Implementing Actions**

- Action 9.1** Use the zoning and environmental review processes to prohibit development in the Gonzales Slough floodway and to manage development in the 100-year flood plain to minimize potential health and safety hazards.
- Action 9.2** Promote greater public awareness of flood hazards along the Gonzales Slough through up-to-date maps of flood plain boundaries and enforcement of flood plain development restrictions.

*See additional policies and actions under Goal 2 in the Community Health and Safety Element.*

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## **Chapter VII**

### **COMMUNITY FACILITIES AND SERVICES**

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#### **A. Introduction**

##### **1. What is the Community Facilities and Services Element?**

This Element includes goals, policies, and actions for the provision of public facilities and services in Gonzales. Although the Element is not explicitly required by State law, most of the subjects addressed here must be addressed in the General Plan, principally in the Land Use and Circulation Elements. These subjects are critical to the City's growth and development. Virtually every public service provided in Gonzales faces some type of physical or financial limitation. These limitations are documented here so that development decisions can be made in a fiscally responsible and environmentally sound manner.

The Element addresses water, sanitary sewer, storm drainage, solid waste, schools, libraries, social services, and civic buildings. It sets forth the policies to be followed in the delivery of these services and an action program for maintaining or improving current service levels.

##### **2. Organization of the Element**

Like the other Elements in this Plan, the Community Facilities and Services Element begins with a profile of existing conditions. The profile assesses what measures will be required to accommodate the level of development shown in the Land Use Diagram. Following the profile, the Element includes goals, policies, and actions for the delivery of public services. Recommendations for specific capital improvements are identified throughout the Element.

## **B. Framework for Community Facilities and Services Planning**

### **1. Water**

Water in Gonzales is supplied from three active wells which range in depth from 500 to 900 feet. Two of the three wells were drilled in 1989 after nitrate problems and low yields required that two existing wells be discontinued. Pumps at each well are regularly maintained to ensure a reliable supply. Consumption in 1990 averaged about 814,000 gallons per day and was just over one million gallons per day during the peak month of August. The schools in Gonzales have their own wells and are not on the City supply and distribution system.

Water is stored in a one-million gallon reservoir located east of the City near Johnson Canyon Road and Iverson Road. The reservoir serves all domestic needs as well as emergency supply needs for fire-fighting. There is also a 100,000 gallon elevated storage tank (the ball-shaped tower is a local landmark), but it has been taken off the system due to hydraulic problems. Storage capacity is not adequate for projected domestic and fire-fighting purposes and will need to be supplemented with a new storage tank during the next few years.

The distribution system consists of a system of 4- to 12-inch diameter lines. The major constraint on the system is the size and condition of the 4-inch mains, particularly for fire-fighting purposes. Water pressure is 89 psi, which is well below the 120 psi permitted by law. A stand-by generator was recently purchased to ensure that fire-fighting capacity is not lost in the event of a power failure or pump malfunction.

The water system is managed by the Gonzales Department of Public Works. Operating costs are covered by monthly water service charges, with rates set by the City Council. System extensions are covered by impact fees on new development. Fees and rates are periodically evaluated to ensure that they are sufficient to cover actual operating and construction costs. Despite recent increases, however, rates and fees do not produce the revenue needed to cover the full cost of new wells, maintenance, and system improvements.

Table II-2 (page II-18) of the Land Use Element provides an indication of the level of additional capacity that will be required to serve new development. The addition of 1,580 potential new dwelling units and more than five million square feet of commercial and industrial space will generate the need for new

wells, pumping stations, storage facilities, and distribution lines.<sup>1</sup> An Action program in this Element recommends that level of service standards for water be adopted so that the City ensures adequate supply and distribution facilities to meet future needs.<sup>2</sup>

Policies 2.1-2.4 in this Element recommend extension of the water distribution system to serve new development areas and additional wells and storage facilities to meet the demands of the growing population. Where such improvements are necessitated by growth, the Plan recommends that the cost of improvements be covered by impact fees, assessment districts, and financing approaches which minimize the burden on existing residents and businesses. Grants (CDBG, etc.) and bond financing are recommended for improvements of community-wide benefit. Future rate increases may still be required to cover increased operating and maintenance costs and to encourage conservation so that overdraft of the aquifer is avoided.

*(Note: Water Quality is addressed in the Community Health and Safety Element and Groundwater is addressed in the Environmental Resources and Conservation Element.)*

## 2. Sanitary Sewer

Wastewater in Gonzales is collected via a network of sewer mains ranging from 6 to 12 inches in diameter. A 21-inch trunk line carries wastewater from the City limits to the treatment plant, located at the Salinas River about two miles west of town. While the collection lines are adequately sized, some of the laterals in the older sections of the City are too small for the volume of wastewater they carry. Most homes and businesses in Gonzales are connected to the treatment plant. The exceptions are in the area west of Alta Street and south of Gonzales River Road, and in the area south of the winery. The winery has its own system for industrial wastewater (its domestic wastewater is received at the City's treatment plant).

The Gonzales treatment plant has been operating since 1931 and has been expanded several times in response to population growth and improved technology. A new headworks and six percolation ponds were added in the 1960s. Two more percolation ponds were added in the 1970s and new

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<sup>1</sup> Consult the General Plan Environmental Impact Report for further detail.

<sup>2</sup> Level of service standards in this case would consist of a design standard for water delivery to different types of residences (single family, multi-family, etc.), expressed in gallons per day. For instance, the standard might specify that the water system (wells, pipes, etc.) must be capable of delivering 350 gallons per day to a new single family residence.

disposal facilities were added in 1982. The Plant provides primary treatment only. This includes settling and aeration, with disposal through percolation or field irrigation discharge. Aerators are being added to increase the dissolved air concentration in the ponds. Discing and leveling of the fields is required to maintain even percolation.

The plant presently operates slightly over the BOD loading standards set by the Central Coast Regional Water Quality Control Board. In the future, aerators will be added as needed (and as funding becomes available) to address this problem. The plant will also require expansion to meet increased wastewater flows from new development. It currently operates at about 75 percent of its 706,000 gallons per day (gpd) capacity. Expansion will require an amendment to the discharge permit maintained with the Regional Water Quality Control Board.

As with water services, sewer operating costs are covered by user fees and line extensions are covered by impact fees. Since expansion of the treatment plant requires greater revenue than can be generated through fees and rates alone, grant financing will continue to be pursued in the future. Grants or bond financing for plant upgrades could create the capacity needed to stimulate industrial development in the area west of Alta Street.

As the Land Use Element (p.II-18) indicates, the General Plan allows the addition of approximately 1,580 dwelling units and several hundred acres of industrial and commercial development. Expansion of the wastewater treatment plant and improvement of the collection system will be required to serve this development.<sup>3</sup> This Element recommends the adoption of Level of Service standards to ensure that sufficient wastewater capacity is maintained as development occurs. It also recommends reserving a 50-acre site adjacent to the treatment plant for its eventual expansion.

### **3. Drainage**

Storm drainage in Gonzales is accommodated by surface flow, detention ponds, ditches, and the Gonzales Slough. Since the City does not have an underground storm drain system, new development is typically required to provide on-site detention ponds. The General Plan recommends that such ponds be designed to facilitate joint use for recreation during dry weather. The Plan also recommends flood control improvements to the Gonzales Slough, including replacement of undersized culverts at street crossings.

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<sup>3</sup> Consult the General Plan Environmental Impact Report for additional detail.

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Conveyance of stormwater runoff to the treatment plant should be considered an option for the future but is currently infeasible due to cost and capacity limitations. Another option which may be more feasible and less costly would be to convey stormwater runoff directly to the Salinas River.

#### **4. Solid Waste**

Solid waste in Gonzales is collected by Rural Dispos-All, a franchise refuse hauler providing regularly scheduled trash pick-up. The hauler relies on the Johnson Canyon Landfill for waste disposal. The landfill is located on Johnson Canyon Road about three miles east of Gonzales. It is also operated by Rural Dispos-All, under a contract with the owner, Monterey County. The landfill also serves the cities of Soledad and Greenfield and several unincorporated communities in the Salinas Valley. The site has been in operation since 1976 and is estimated to have sufficient capacity to operate through the year 2030. Only about 22 acres of the 123-acre site are currently being used for disposal. The balance of the site is being used for agriculture, with more than 60 acres reserved for eventual landfill expansion.

Under a joint powers agreement with 12 cities, Fort Ord, and Monterey County, a Source Reduction and Recycling Element (SRRE) and Household Hazardous Waste Element (HHWE) were recently prepared. These Elements respond to State law (Assembly Bills 939 and 2707) and will be adopted in 1995. The SRRE includes provisions to reduce the total waste stream and to promote recycling in the City. The General Plan promotes the adoption and implementation of the SRRE, including the selected programs in the source reduction, recycling, special waste, and education components. The HHWE aims to reduce the total amount of household hazardous waste generated, increase the percentage that is separated from the remaining waste stream, and increasing its recycling. The HHWE includes programs for the safe collection, recycling, treatment, and disposal of hazardous wastes generated by Gonzales households.

#### **5. Schools**

Gonzales is served by two school districts: the Gonzales Unified School District (GUSD), which serves Grades K-8, and the Gonzales Union High School District (GUHSD), which serves Grades 9-12. The GUSD operates La Gloria School, which serves Grades K-4, and Fairview Middle School, which serves Grades 5-8. The GUHSD operates Gonzales High School, serving students from Gonzales, Soledad, Chualar, Mission District, and outlying areas in the County. Figure VII-1 indicates the location of existing and proposed schools in Gonzales.

Both school districts have experienced dramatic increases in school enrollment during the past decade. High school enrollment increased from 850 to about 1,100 between 1980 and 1992. Elementary and middle school enrollment increased from 735 to more than 1,200 during the same period. As of 1992, there were 754 students at La Gloria Elementary School and 453 at Fairview Middle School.

As a result of enrollment exceeding space additions, La Gloria Elementary School, Fairview Middle School, and Gonzales High are all overcrowded. As of 1996, La Gloria had added nine portable classrooms, and Fairview had added 11 portable classrooms. Classroom size averaged 29 students, slightly above the statewide average of 28 students and well above the national average. The high school had added three temporary classrooms and two emergency portables by 1992 and also had an average classroom size of 29 students.

A 1992 estimate by the GUSD Superintendent indicated that a typical new housing unit generated 0.51 elementary school students, 0.11 middle school students, and 0.34 high school students. Thus, the "buildout" condition allowed by the Land Use Diagram would generate 754 additional elementary school students, 162 additional middle school students, and 503 additional high school students.<sup>4</sup> This represents more than a 60 percent increase over existing enrollment levels. New facilities clearly will be needed to serve the larger student population.

Both the GUSD and the GUHSD have acknowledged the need for new campuses and have begun exploring their options. The GUSD has identified a potential new school site on Johnson Canyon Road about a mile east of Gonzales. However, the site may be too small for the district's needs. Its location in an agricultural area near the Johnson County Landfill and not contiguous to the City could conflict with County land use policies and would also make it difficult for many students to walk to school. Moreover, the district presently lacks the estimated \$12 million required for school construction.

The high school district has explored the possibility of a new campus but is also faced with a lack of site acquisition and construction funds. The district has considered a number of options, including moving the school to Soledad, where a majority of its student body resides. This move is opposed by Gonzales, since the high school provides an important source of civic pride,

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<sup>4</sup> Based on Table II-2 (p. II-18). Excludes downtown mixed use units, since such units are intended primarily for seniors, disabled, and single person households.

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culture, local jobs, and local revenue (from student and employee spending). A more palatable option would be to reorganize the district so that Gonzales students remain at the Gonzales campus while Soledad students attend a new campus in Soledad.

This Plan recommends retention of the high school, construction of a new elementary school east of Highway 101, and more efficient use of land at the existing three school campuses. The latter recommendation is based on the fact that large areas around the schools are currently used for storage and bus parking. These uses might be consolidated or relocated, if feasible, creating space for building additions. The location of all three schools adjacent to one another also lends itself to shared use of facilities like parking lots, gymnasiums, and athletic fields. The school districts are urged to consider ways to jointly use such facilities to make the most efficient use of space.

Although the need for a new elementary school east of Highway 101 has been established, a precise site has yet to be identified. The City and School District should work together to establish a site before the year 2000. One possibility would be to require dedication of a 10-acre elementary site in the area south of the C Street extension when the adjacent residential area is developed. The school could be joined to the proposed community park in this area, allowing joint use of recreational facilities by both the school district and the City. The school would be centrally located to the neighborhoods east of the freeway, and would be served by City water and sewer services. Such a site would offer many locational advantages to the GUSD-owned site near the Johnson Canyon Landfill.

This Element also supports the continued collection of impact fees by the school districts to defray the cost of construction. Fees collected average about \$1,500 to \$2,000 per new dwelling unit. This is still insufficient to cover the full cost of school construction, which was estimated by the high school district in 1992 to be nearly \$9,000 per dwelling unit. The Plan supports increasing school impact fees to the extent permitted by law so that they more accurately reflect school construction costs. The Plan also encourages developers to meet with school district representatives early to arrive at mutually agreeable mitigation for new development.

## **6. Library**

Monterey County maintains a branch library in Gonzales with a total collection of 12,000 to 14,000 volumes. As a result of space shortages at their downtown location, the library relocated in 1992 to a 3,200 square foot storefront in the new Gonzales Shopping Center east of Highway 101. The

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SOURCE: Brady and Associates, 1994



# **GONZALES** GENERAL PLAN

■ ■ ■

**BRADY AND ASSOCIATES**  
PLANNERS AND LANDSCAPE ARCHITECTS

FIGURE VII-1

**Existing and Proposed  
Public Facilities**

space is more than double the size of the former library. However, the new location is less convenient for pedestrians, seniors, and students, and also has left downtown without this important civic use. The General Plan recommends that the County establish a permanent home for the library in downtown Gonzales. The space should be large enough to serve the City's growing population and should be sited in a manner which permits easy access by pedestrians and bicyclists as well as automobiles.<sup>5</sup>

Continued investment in library materials, equipment, and staff by Monterey County is also recommended. The facility currently has a two person staff that directs several programs in addition to managing the library. These programs include job training for future librarians and storytelling for children. Additional equipment, especially computers, would help the facility fulfill its commitment to education, cultural enrichment, and recreation in Gonzales.

## **7. Social Services**

Most social services in the City are provided by County agencies, churches, or non-profit agencies with a local presence. The City provides a limited number of programs for children and senior citizens and offers recreational programs for all age groups. A limited range of medical services is provided by the Gonzales Medical Group. The nearest full service hospitals are in Salinas and King City. The General Plan recommends continued investment in programs for seniors and an emphasis on the provision of private day care services for young children.

## **8. Civic Center**

The General Plan endorses the concept of a "Civic Center" of public buildings in downtown Gonzales. The core of this complex is City Hall, located on Fourth Street between Belden and Center Streets. The building houses all City offices, the City Council Chambers, a multi-purpose room for community events (senior center), and the Police Department. Other civic uses on this block and the facing block include the Post Office and medical offices. There is also a Fire Station on Center Street, a Public Works corporation yard on C Street and an old corporation yard off the alley next to the Post Office.

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<sup>5</sup> The City and County do not have level of service standards for libraries (i.e., square feet or volumes per resident). Assuming the existing ratio of square footage to population is adequate, a facility of 6,000 square feet would be adequate to serve the "buildout" population. However, adoption of such a service standard is not recommended at this time due to the technological changes in library services and the growth of computerized media. Library adequacy should be evaluated from time to time based on emerging technology and standards.

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Policies in this Element recommend retaining these uses at their current locations and expanding them as needed to serve the City's growing population. The location of civic buildings in Gonzales is shown in Figure VII-1 (P. VII-8).

### **C. Goals, Policies, and Actions**

#### **1. General**

##### **Goal 1: Continued high-quality public facilities and services in Gonzales.**

##### **Policies**

- Policy 1.1** Provide public services and infrastructure in a manner which supports the Land Use Diagram, discourages premature development, minimizes adverse environmental and fiscal impacts, and maintains or improves current service levels.
- Policy 1.2** To the maximum extent feasible, require new residential and commercial development to bear the full cost of the water, wastewater, and drainage improvements required to serve that development. A combination of funding mechanisms, including impact fees, mitigation requirements, and assessment districts, should be used to generate the revenue needed to undertake these improvements.
- Policy 1.3** Require new development to connect to City water and sewer facilities.
- Policy 1.4** Require that development be phased in increments to avoid overwhelming or prematurely expanding the City's water, sewer, and drainage systems. Infrastructure should be in place before building permits are issued.
- Policy 1.5** Place a priority on public service and facility improvements which support the City's economic development goals, including the retention of business in downtown Gonzales and the development of the industrial area west of Alta Street.
- Policy 1.6** Wherever practical, locate sewer, water, drainage, and private utilities within road rights-of-way.
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- Policy 1.7** Develop equitable and diverse methods of financing local capital improvements. The approach to infrastructure financing should be based on the beneficiaries of the project. Projects which serve one particular area should typically be financed through special assessment districts or impact fees. Projects with Citywide benefits should be funded through general revenues, grants, or citywide bond proceeds.
- Policy 1.8** Continue to finance sewer and water services through Enterprise Funds rather than through the General Fund.

### **Implementing Actions**

- Action 1.1** Beginning in 1996-97, establish a 5-year Capital Improvement Program (CIP) that identifies the location, cost, and funding source for water, wastewater, and drainage projects. Such projects would be prioritized and completed as funds became available. The CIP should be updated annually and should be consistent with the General Plan. It should be designed to minimize the cost burden of capital improvements on existing City residents. *(See also Land Use Element Action 1.2.)*
- Action 1.2** Use the environmental review process to ensure that adequate provisions will be made to accommodate peak water demand, peak wastewater flows, and peak stormwater runoff.
- Action 1.3** Coordinate any electric, cable, telephone, or other utility undergrounding projects with City capital improvement projects, including water, sewer, and storm drain replacement or repair, and road resurfacing.

*(See also Land Use Element Action 1.3 on phasing requirements.)*

## **2. Water Service**

**Goal 2: A reliable domestic water supply and delivery system.**

### **Policies**

- Policy 2.1** Meet the demand for increased water service in a timely, cost-effective manner. Before the time horizon of this Plan, this will

require installation of new wells and pumps, new storage facilities, and new water mains.

- Policy 2.2** Permit new development only when public water can be supplied and delivered without threatening water supply or water quality in the rest of Gonzales.
- Policy 2.3** Do not extend water service to new customers outside the City limits unless annexation is also being concurrently requested. In such cases, the extension should not be approved until the annexation also has been approved.
- Policy 2.4** Work with local water regulatory agencies to develop a plan for new wells which accommodates the level of development envisioned by this Plan.
- Policy 2.5** Promote water conservation in new and existing development, including recycling of water in industrial operations. *(See also Environmental Resources and Conservation Policy 7.4 on drought-tolerant landscaping, water-saving appliances, and discouraging water waste.)*

#### **Implementing Actions**

- Action 2.1** Include projects as needed and as funding is available in the City's Capital Improvement Program to expand water storage capacity by building new storage tanks.
- Action 2.2** Replace obsolete and undersized water lines as needed to provide more efficient circulation, higher pressure, and lower pipe losses during heavy demand periods.
- Action 2.3** Identify potential sites for new wells west of Alta Street and east of Highway 101 to meet the needs of added population and industry in the City.
- Action 2.4** Continue to implement and enforce local water conservation ordinances and measures. *(See also Environmental Resources and Conservation Action 7.3 regarding the landscaping and water conservation ordinances.)*

**Action 2.5** Where appropriate, require new industrial development to incorporate water conservation and recycling measures in their operations.

**Action 2.6** Consider developing level of service standards for water service by 1997. These standards should be used for determining the water capacity needed to serve specific development proposals.

*Additional policies and actions on water are found in the Community Health and Safety Element (Fire Protection and Water Quality), and the Environmental Resources and Conservation Element (Water Supply).*

### **3. Sanitary Sewer**

**Goal 3: Adequate sewage collection, treatment, and disposal facilities.**

#### **Policies**

**Policy 3.1** Increase capacity at the Gonzales wastewater treatment plant commensurate with projected population and employment growth in the City. This increase should occur in a timely, cost-effective manner. Before the time horizon of this Plan, improvements should include expansion of existing capacity, expansion of effluent disposal facilities, and construction of new collection mains.

**Policy 3.2** Permit new development only when it can be demonstrated that sufficient wastewater collection and treatment capacity is in place or will be in place to serve the development without diminishing existing service levels.

**Policy 3.3** Do not extend City sewer service to development outside the City limits. Requests to extend sewer to unincorporated properties should only be considered if annexation is also being concurrently requested and should not be approved until the annexation also has been approved.

**Policy 3.4** Continue to work towards reducing sewer infiltration problems, thereby increasing the available capacity of the wastewater treatment plant.

**Policy 3.5** Promote programs which upgrade the quality of effluent at the treatment plant.

**Implementing Actions**

**Action 3.1** On an on-going basis, pursue economic development and block grants from the State and Federal governments which enable the City to undertake wastewater improvements serving the planned industrial area west of Alta Street and north of Gonzales River Road.

**Action 3.2** Work with the Central Coast Regional Water Quality Control Board to increase the permitted discharge volume at the wastewater treatment plant and to expand and upgrade wastewater treatment facilities.

**Action 3.3** Provide technical assistance as needed to homeowners with antiquated or undersized sewer laterals to replace these lines with laterals of sufficient diameter to handle wastewater flow.

**Action 3.4** Consider developing level of service standards for sewer service by 1997. These standards should be used for determining the sewer capacity needed to serve specific development proposals.

**Action 3.5** Reserve approximately 50 acres adjacent to the wastewater treatment plant to accommodate future plant expansion. Until such time as the land is needed for this purpose, it should remain in private ownership and be used for agriculture. (*See also Land Use Element Action 10.3.*)

**4. Drainage**

**Goal 4:** A reliable storm drainage system that minimizes flood hazards.

**Policies**

**Policy 4.1** Require new development to provide adequate drainage improvements to accommodate peak stormwater flows.

**Policy 4.2** Promote the use of on-site detention basins where stormwater cannot be safely or efficiently conveyed to drainage ditches or the Gonzales Slough during peak runoff periods. Such basins should

be designed to be jointly used for parks or passive open space where feasible.

- Policy 4.3** Encourage the use of porous materials for outdoor spaces to reduce the volume of runoff that must be conveyed by the storm drainage system, provided that such spaces are not surfaces where oil, grease and other surface pollutants may accumulate. Alternatives to impervious pavement include porous asphalt and bricks, modular paving, gravel, and lattice blocks with soil or grass in the interstices.

### **Implementing Actions**

- Action 4.1** Continue to use the environmental review process to evaluate drainage needs for individual developments and to ensure that drainage provisions will be adequate to mitigate on-site and off-site drainage impacts.
- Action 4.2** Program capital improvements as needed and as funding becomes available to correct drainage problems within existing development areas, including replacement of undersized culverts along the Gonzales Slough. Funding sources for these improvements should be sought on an on-going basis.
- Action 4.3** Explore the feasibility of requirements for combined stormwater and sanitary sewer lines in new development, or for stormwater transmission to the Salinas River. The lines would convey stormwater runoff to the treatment plant or river rather than into ditches or the Gonzales Slough. This action will help improve surface water quality in the Slough and remove many of the pollutants now found in stormwater runoff.
- Action 4.4** Consider requirements for: (a) monitoring stormwater runoff from developments with potentially hazardous materials or high concentrations of surface water pollutants (pavement oil, grease, etc.), and (b) requiring filtration systems in retention basins which ensure that such pollutants do not reach the groundwater.

*Additional policies and actions on Drainage are found in the Community Health and Safety Element (Flood Hazards).*

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## **5. Solid Waste**

**Goal 5: Safe disposal of solid waste and a reduction in the per capita volume of waste generated.**

### **Policies**

- Policy 5.1** Support programs to compost yard waste and to recycle or reuse paper, cardboard, glass, metal, plastics, motor oil as a means of reducing the amount of waste going to County landfills.
- Policy 5.2** Promote and encourage practices and technologies which reduce the use of hazardous substances and the generation and improper disposal of hazardous wastes.
- Policy 5.3** Support State and County programs to reduce waste generation and to provide safe disposal sites to meet long-term local needs.

### **Implementing Actions**

- Action 5.1** Where costs are equivalent, follow a preferential purchasing policy for goods containing recycled materials.
- Action 5.2** Support the implementation of the selected programs of the various components of the Source Reduction and Recycling Element and the Household Hazardous Waste Element.
- Action 5.3** Work with the County to ensure that sufficient capacity is maintained at County landfills to meet local waste disposal needs through the year 2015.

## **6. Schools**

**Goal 6: Safe, spacious, modern school facilities for Gonzales youth.**

### **Policies**

- Policy 6.1** Urge the Gonzales Union High School District to retain its Gonzales campus. The City opposes relocation of the entire student body to Soledad but supports in principle the construction of a second high school in Soledad to serve students living in that City.

- Policy 6.2** Ensure that residential growth does not further exceed the capabilities or capacities of the Gonzales Unified Elementary School District or the Gonzales Union High School District to provide adequate educational facilities for Gonzales youth. *(See also Land Use Element Policy 10.2 on continued investment in Gonzales' school facilities.)*
- Policy 6.3** To the extent permitted by law, require proponents of new residential development to contribute to the acquisition of land or the construction of facilities which would be necessary to accommodate students from such projects. Consider requirements for similar contributions from commercial and industrial developments, since such projects generate housing needs which in turn generate school needs.
- Policy 6.4** Promote cooperation between the City and the school districts to facilitate joint use of facilities, including both recreational facilities and school buildings. *(See also Environmental Resources and Conservation Policy 8.4 on joint use.)*
- Policy 6.5** Encourage the school districts to design their facilities to facilitate safe, convenient travel by pedestrians and bicyclists.
- Policy 6.6** Work with the Gonzales Unified School District to acquire a site for a new elementary school east of Highway 101. Consider requiring site dedication as a condition of development approval in the area south of the C Street extension. *(See also Land Use Element Policy 10.3 on dedication of this School site.)*
- Policy 6.7** Encourage developers to meet with the school districts early in the project approval process to arrive at agreeable mitigations.

#### **Implementing Actions**

- Action 6.1** Use the environmental review process to determine the measures needed to mitigate the impact of development on local schools.
- Action 6.2** Continue to use the building permit process as a means of collecting impact fees which defray the cost of providing school facilities to new development. To the extent permitted by law, estimates of local costs for school facilities should be based on actual costs incurred by the school districts rather than Statewide averages.
-

- Action 6.3** Work with the school districts to expand community use of school facilities during non school hours. *(See also Environmental Resources and Conservation Action 8.7 on School athletic field use.)*
- Action 6.4** Encourage the school districts to enlist the help of City staff to teach students about fire prevention, CPR, drug abuse, bicycle safety and other subjects.
- Action 6.5** Encourage the school districts to create a City committee or School Board subcommittee to explore issues of school relocation and expansion and to examine ways to more efficiently use school properties in Gonzales. The committee should consider a strategy to relocate storage, maintenance, and bus parking facilities and should also explore the sharing of recreational fields and facilities. Space saved by revised site plans could become available for expansion of school facilities.
- Action 6.6** Continue to explore consolidation options for the school districts. At least one option should include merging of the high school and elementary/middle school districts, and the creation of a second high school in Soledad.
- Action 6.7** Encourage the Gonzales Union High School District and the Gonzales Unified School District to adopt comprehensive school master plans as a means of providing greater detail on enrollment projections, facility needs, and funding mechanisms.

*(See also Land Use Element Action 10.1 on school site dedication east of Highway 101.)*

## **7. Library**

**Goal 7: A library system which promotes on-going learning and leisure for all Gonzales residents.**

### **Policies**

- Policy 7.1** Support the relocation of the library to a permanent downtown location to support the objective of keeping downtown the center of community life and culture.

- Policy 7.2** Support the acquisition of bilingual reading and audio-visual materials for the Gonzales Library.
- Policy 7.3** Support efforts which will increase private donations and State funding for library operation, renovation, maintenance, and equipment acquisition.
- Policy 7.4** Promote programs and events which affirm the library's role as a community gathering place and learning center.

#### **Implementing Actions**

- Action 7.1** Work with Monterey County to obtain the funds for a permanent new library in downtown Gonzales. *(See also Land Use Action 5.5 recommending that a downtown library site be identified.)*
- Action 7.2** Encourage Monterey County to expand its bilingual reading and audio-visual materials at the Gonzales Library.
- Action 7.3** Promote efforts which supplement County funding for local library services, including volunteer donations of money, books, computers, and audio-visual materials.
- Action 7.4** Promote the use of emerging information technology through the public library system, including on-line services, access to the "information superhighway," and public access television.

### **8. Social Services**

**Goal 8: High-quality facilities for the delivery of social services to children, adults, and senior citizens in Gonzales.**

#### **Policies**

- Policy 8.1** Maintain attractive, safe, adequately sized facilities for the delivery of recreational and social services to the residents of Gonzales. Such facilities should convey a positive image of the community and promote a sense of civic pride.
- Policy 8.2** Promote the development of licensed, private child care facilities to meet growing community needs.
-

- Policy 8.3** Design City services, including recreational programs and senior programs, to recognize the cultural and ethnic diversity of Gonzales residents.
- Policy 8.4** Support the provision of programs and facilities serving the senior citizen population.
- Policy 8.5** Encourage the active participation of senior citizens in community affairs. Wherever feasible, their expertise, talents, and available time should be used for the benefit of the community.

#### **Implementing Actions**

- Action 8.1** On an on-going basis, assist private child care providers in obtaining the necessary approvals and licenses to operate facilities in Gonzales.
- Action 8.2** Establish a liaison between senior citizens and the two school districts to provide access to buildings for programs and continuing education opportunities.
- Action 8.3** Pursue funding for the development of a new community center.

### **9. Civic Center**

**Goal 9: A downtown civic center that meets a wide range of community needs.**

#### **Policies**

- Policy 9.1** Maintain the City Hall, Post Office, and Police Station in downtown locations. The buildings should be renovated or expanded as needed to meet seismic safety requirements and space needs, and to enable the application of new technologies. The buildings' appearance and character should promote civic pride. *(See also Land Use Element Policy 5.1 on retaining public buildings downtown.)*

- Policy 9.2** Concentrate new public buildings, including a new library, in downtown Gonzales to enhance the image of the area as the City Center and encourage spin-off benefits for downtown shops and businesses.
- Policy 9.3** Encourage other government agencies needing to expand or establish a presence in Gonzales to locate in the downtown area rather than in peripheral locations.

**Implementing Actions**

- Action 9.1** Undertake the zoning revisions identified in the Land Use Element (Action 5.1) to encourage civic uses in the downtown area.
- Action 9.2** Investigate the acquisition of properties in the general area of City Hall as "reserve" sites for future civic facilities.



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## **Chapter VIII COMMUNITY CHARACTER**

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### **A. What is the Community Character Element?**

#### **1. Introduction**

The Community Character Element addresses the design of residential neighborhoods, downtown, commercial and industrial areas, open space, and roadways in Gonzales. It is an optional Plan Element, not mandated by the State Government Code. The Element has been included because maintaining a sense of community in Gonzales, as well as a "small town character," were among the top priorities expressed by the Citizens Advisory Committee during the Plan update. Residents and business people alike emphasized the need for well-designed developments, protection of traditional residential areas, and aesthetic improvements in downtown Gonzales. This Element responds to these concerns with policies to guide future design and site planning decisions.

#### **2. Organization of this Element**

The Community Character Element begins with a description of the features that shape Gonzales' character. These include its physical setting, the design of its neighborhoods, its street patterns, its historic resources, and its views, edges, gateways, and landmarks. The overview includes recommendations for maintaining the positive aspects of Gonzales' character in the future. The text proceeds with goals, policies and actions for community design.

### **B. Community Character Framework**

For more than a century, Gonzales has maintained the image of a rural, agricultural town set amid the vegetable fields of the Salinas Valley. While many factors contribute to this image, the appearance and setting of the City are among the most important. In the older sections of Gonzales, positive images are evoked by quiet residential streets, mature street trees, rear yard garages, and older wood-frame homes with generous front and back yards. A

grid street pattern provides easy orientation and circulation, and directs views to farmland and hillsides beyond the edge of town. The Slough provides a natural open space through the City, complemented by the more organized open spaces at Central and Centennial Parks. Downtown evokes traditional images of small town America, with its intimate pedestrian scale, sidewalks, storefronts, and older brick buildings.

As the Land Use Element notes, residents are concerned that the special character of Gonzales will be lost as a result of new development and growth. This concern extends both to new neighborhoods, which are largely suburban in character, and to existing neighborhoods, which have been threatened by projects that are perceived as too dense or architecturally incompatible with their surroundings. So far, the design and planning of development east of Highway 101 has had little relationship to the character and form of older Gonzales neighborhoods. Likewise, many of the redevelopment and infill projects in the original townsite have not been sympathetic to their surroundings.

During the General Plan update, support was found for promoting a City character which more closely resembled the older parts of town in architectural design and layout. It was agreed that the City should remain compact and pedestrian-friendly, with an emphasis on housing no more dense than what exists today. To maintain City character, this Plan emphasizes subdivision layouts and architectural styles that complement older sections of Gonzales. An important part of this philosophy is to maintain views to the hills and farms beyond town and to maintain a distinct edge between the urban area and surrounding open space.

## **1. Neighborhood Design and Architecture**

Residential Areas. The Land Use Element identified three basic residential neighborhoods in Gonzales, each corresponding to a different phase in the City's history. These neighborhoods are the original townsite west of the Slough, developed mostly between 1874 and 1960; the subdivisions between the Slough and west of Highway 101, developed between 1960 and 1985; and the subdivisions east of Highway 101, developed since 1985.

Positive and negative design features exist in both the older and newer neighborhoods. In the older neighborhoods, positive features include the varied architectural styles and lot sizes, rear yard garages, front porches, shade trees, front lawns, and sidewalks with planting strips. Negative features include scattered "motel" style apartments oriented sideways to the street, high concentrations of parked cars in some areas, and occasional houses in

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disrepair or shabby condition. These features are generally absent in the newer neighborhoods, which is viewed as a positive feature in itself. Other positives about the newer neighborhoods include their clean, well-kept appearance, quiet streets, and large homes with modern amenities. Negative elements include the dominance of garages at street level, absence of mature vegetation, and uniformity of lot sizes and architectural styles. While the cul-de-sac and looped street designs create a strong sense of *neighborhood* identity, the lack of connections to the older parts of town inhibit a broader sense of *community* identity.

Policies in this Element encourage new development which preserves the positive elements described above, applying the best aspects of the older neighborhoods to neighborhoods that have yet to be developed. Varying lot widths and configurations are encouraged, along with the siting and design of homes consistent with the older part of the City. Street trees, detached garages, and sidewalks are all encouraged. Where infill development occurs, building design should consider the site's context within the neighborhood rather than the physical features of the site alone.

Commercial Areas. There are three types of commercial development in Gonzales: the pedestrian-oriented downtown around Fourth and Alta Streets, the older highway-oriented uses along North and South Alta Streets, and the suburban style shopping center on Fifth Street east of Highway 101. The Land Use Element of the General Plan recognizes that each of these areas is unique and serves an important function in providing goods and services. It defines a role for downtown as a civic and cultural hub, center for specialty retailing, and center for finance and offices. Expansion of these uses to some of the older strip centers along Alta Street is encouraged, with an emphasis on redevelopment that emulates traditional downtown buildings. These buildings should be pedestrian-oriented and may include a variety of uses, such as housing or office space above ground-level retail uses.

Sites have also been designated for new auto-oriented shopping areas south and east of the existing City limits. These centers are likely to be comparable in tenant mix to the new Gonzales Shopping Center. Policies in this Element and the Land Use Element recommend that these centers be pedestrian-friendly and neighborhood-oriented. Blank, windowless facades, vast parking lots, and warehouse architectural styles are discouraged.

Industrial Areas. Two forms of industrial development exist in Gonzales. The first is typified by the winery, which exemplifies a planned industrial site with generous landscaping and carefully conceived architecture. The second is typified by the packing sheds and equipment yards west of Alta Street. These

are more purely functional in design and eclectic in appearance. Both types of industry are important to Gonzales and both will be accommodated in future years.

An industrial park environment is envisioned north of Gonzales River Road and west of Alta Street, with landscaping and street design standards to be applied. The packing sheds, farm implement yards, and food processing uses will continue to operate along the railroad. Industrial development is also planned around the South Alta interchange. Highway-oriented uses are envisioned here, including activities like truck services and warehousing. This area should provide a level of landscaping and architectural quality comparable to that provided by the winery, since the area is a major gateway to the City and will convey a lasting image to visitors.

Open Space. The Environmental Resources and Conservation Element of this Plan emphasizes the role that open space plays in shaping community character. In addition to the agricultural open space that defines the edges of the City, there are a variety of formal and informal open spaces within the City limits. These range from Central Park, originally called "Gonzales Square" and highly organized in character, to the Gonzales Slough, which is informal and passive in character. The parks and Slough should continue to be regarded as part of what makes Gonzales an attractive place to live. They should be supplemented in the future with new parks serving new development areas and conservation of the Slough where it bisects these areas.

## **2. Street Layout**

Like many communities in California, Gonzales was initially laid out in a grid pattern. Boundaries were defined by the railroad on the west and the Slough on the south and east. This pattern prevailed until about 30 years ago when cul-de-sacs and curvilinear streets were introduced in the area east of the Slough. With the imposition of this new street pattern came more suburban architectural designs, including ranch-style homes with double garages and prominent driveways in front of the house. Garages and driveways have become even more prominent during the past ten years, with their presence highlighted by the lack of mature street trees and landscaping.

Future growth in Gonzales provides the opportunity to restore some of the more traditional relationships between the street, sidewalk, house, and yard. While rigid extension of the grid is infeasible due to the presence of Highway 101 and the agricultural easement north of the City, continuity should be established by extending C Street across the freeway and incorporating north-south and east-west through streets in the new development area south of

California Breeze. Occasional discontinuances in the grid would be appropriate to discourage speeding and the use of local streets for through-traffic. Policies in this Element suggest alternatives for street layout in new development areas, including better provisions for pedestrians and bicyclists.

As noted in the Circulation Element, the redesign of Alta Street is also encouraged. The existing configuration of parallel two-way streets separated by a planted median is confusing to the motorist.

### **3. Historic Resources**

The Land Use Element of the General Plan provides an overview of the history of Gonzales and identifies an 8-block area around the City center as an Historic District. The District encompasses a number of single family residences built in the late 19th Century, including the Albina Brusa House (1873), Parsons House (1880s), Widemann House (1883), and Boekenooen House (1885). Many other homes within the District predate 1920 and are typical of the one-story wood frame construction popular during the early 20th Century.

Historic commercial buildings are also concentrated in the District. These include the Sneible and Tavernetti Building (1913) and Wells Fargo Bank (1917). Gonzales Community Church, dating from 1885, and the Odd Fellows Building (now used as the City Council Chambers) are also within the District and are on the National Register of Historic Places. There are also a number of sites which contained historic buildings that are no longer standing (including the Stag Saloon (1873) and the Alpine Tavern (1920)). The City may wish to encourage future development on these sites to incorporate historic markers or even architectural features which commemorate the original use.

There are several potentially historic structures outside the Historic District, including one outside the City limits and within the Planning Area. An abandoned building west of Alta Street and south of Gonzales River Road dating from 1907 was formerly the Alpine Milk Condensary, established by the originator of the condensed milk process. A structure outside the City limits and also west of Alta Street is believed to be the homesite of one of the sons of the Teodoro Gonzalez, the City's founder. Additional research on these structures and others in the Gonzales Planning Area is recommended in this Element.

The location of historic structures is shown in Figure VIII-1. Creation of a Historic District encompassing these properties will achieve greater public



# **GONZALES** GENERAL PLAN



**FIGURE VIII-1**  
**Existing**  
**Historic Resources**

SOURCE: Gonzales Centennial Book, 1974  
Brady and Associates, 1995

**B R A D Y   A N D   A S S O C I A T E S**  
P L A N N E R S   A N D   L A N D S C A P E   A R C H I T E C T S

awareness of local architecture and history. The intent of the District is to promote preservation of a wide range of older structures in a manner that is reasonably balanced and consistent with other City goals and objectives. Sensitive rehabilitation of structures is encouraged and insensitive alteration or demolition is discouraged. As mentioned in the Land Use Element, the Historic District is an "overlay" district, which means that land use will be permitted according to the base land use district shown in Figure II-2 (p.II-19). Design guidelines or standards for properties in the District will need to be developed following the adoption of this Plan.

#### **4. Other Design Attributes**

**Landmarks.** Landmarks are structures or natural features which provide a sense of orientation and reference in a City. Probably the most familiar landmark in Gonzales is the water tower on Fifth Street just west of Highway 101. The ball-shaped tower is visible from several miles away and provides a strong visual cue to approaching motorists. The City's name is painted on the side of the tank and is clearly visible to passing vehicles on the freeway. Other landmarks in Gonzales include Monterey Vineyards, the packing sheds along Alta Street, and the historic buildings at Fourth and Alta. The Slough is the City's primary natural landmark, although it is obscured in many places by brush or culverts.

**Gateways.** The appearance of Gonzales at its entry points, or gateways, is a critical part of the impression that is imparted to visitors. The major entries to the City are located one mile north of town on Alta Street, one mile south of town on Alta Street, and on Fifth Street at Highway 101. Entries of lesser significance are located on Gonzales River Road and Johnson Canyon Road. The Gonzales River Road entry has been designated a "scenic route" by Monterey County.

The north and south interchanges are located some distance from the City edge, so the traveler is not immediately aware of the City. The entrance just north of Tenth Street provides an abrupt transition from farmland to urban uses, with a large sign announcing arrival to the City. The south entry is more gradual, with the cemetery, winery, and Dole plant encountered before reaching residential and commercial areas.

The North and South Alta gateways at the City limits can be improved with street tree planting, landscaping, and updated signage. The gateways would also benefit from redevelopment of some of the older commercial and industrial properties along Alta Street, reduced visibility of truck parking, and redesign of the Alta median. The designation of Alta Street as a local scenic

highway is proposed to support some of these improvements. Landscaping and better directional signage to downtown could enhance the gateway at Fifth Street. The Gonzales River Road gateway would likewise benefit from directional signage to downtown Gonzales and street tree planting to screen some of the open storage uses along the railroad. The gateway along Highway 101 itself could be improved by encouraging Caltrans to use more attractive landscaping along its soundwalls.

Edges and Views. The General Plan recommends preservation of views and the maintenance of distinct edges to the City. Views from Gonzales to surrounding hills and farms contribute to perceptions of the City as a small town. Views to the hills give definition to the Salinas Valley and provide easy orientation for residents. Farms to the north of Tenth Street and east of Fanoë Road provide a sense of community enclosure and are an everpresent reminder of the City's agricultural heritage.

## **5. Illustrative Guidelines**

Illustrative guidelines for new development were prepared over the course of the General Plan Update but have not been officially adopted as part of the Plan. Action 1.1 below recommends a follow-up task in which such guidelines are refined and adopted by the City Council.

### **C. Goals, Policies, and Actions**

#### **1. Community Identity**

**Goal 1: An attractive City which conveys a strong sense of identity and character.**

#### **Policies**

**Policy 1.1** Preserve and enhance desirable features of the natural and built environments in Gonzales. New development should be sensitive to site opportunities and constraints, such as drainage courses, views, and mature trees.

**Policy 1.2** Require a high standard of design and site planning, both in new development areas and on redevelopment or infill sites.

**Policy 1.3** Encourage infill development that is consistent in scale, mass, texture, and density with its surroundings. Development should

consider the context of the project site as well as the physical attributes of the site itself.

- Policy 1.4** Encourage new development that conforms to the pattern and density of older areas of town, with an emphasis on more traditional design elements rather than suburban design elements.

### **Implementing Actions**

- Action 1.1** Consider adopting design guidelines for all residential, commercial, and industrial development, including both new construction and alterations. Appendix A of this Plan presents some of the design concepts that should be considered in these guidelines.
- Action 1.2** Study the feasibility of creating a Landscape and Lighting Assessment District to provide revenues for street lighting, tree planting and maintenance, park maintenance and right-of-way beautification. As an alternative, consider community-based fund-raising efforts to generate revenue, including an "adopt-a-tree" program for City parks and medians, wherein local residents take responsibility for tree planting, care, and maintenance.
- Action 1.3** Encourage the participation of Gonzales residents in community clean-ups, tree plantings, Slough restoration, and other activities which beautify the city and maintain its appearance. Formally acknowledge residents who make significant contributions to such efforts, or who do an exemplary job maintaining their yards and street trees.
- Action 1.4** Encourage street names and place names which commemorate local natural features and notable past citizens or historic places.
- Action 1.5** Maintain sign controls in the City zoning ordinance.

## **2. Residential Development**

**Goal 2:** Quality residential neighborhoods, unique in character but each contributing to the perception of Gonzales as a good place to live.

## **Policies**

- Policy 2.1** Strengthen the physical linkages between existing residential neighborhoods and create linkages from these areas to new neighborhoods as they are developed. This may involve a greater emphasis on pedestrian paths within and between neighborhoods.
- Policy 2.2** Design new residential development to enhance the quality of community life in Gonzales. A variety of architectural styles, house sizes, and materials should be encouraged.
- Policy 2.3** Design medium density housing as an integral component of the community. Such housing should reflect the character, streetscape, and scale of the surrounding neighborhood.
- Policy 2.4** Encourage higher density residential uses in the Downtown Mixed Use District to provide convenient pedestrian access to shopping and services. New projects in this area should be similar in design and scale to surrounding uses.
- Policy 2.5** Discourage walled or gated developments. Perimeter walls around new developments should generally be used for noise reduction only, and should be attractively landscaped when they are necessary.
- Policy 2.6** Ensure that medium and high density development is designed with adequate provisions for storage, parking, and public and private useable open space (including areas for children to play).

## **Implementing Actions**

- Action 2.1** Encourage infill development which follows the existing pattern of buildings in established neighborhoods.
- Action 2.2** Establish design and compatibility criteria for second units (in-law units). The design of the units should be compatible with the architectural style and materials of the primary residence.
- Action 2.3** Encourage higher density housing to be compatible with the single family character that prevails in Gonzales.

**Action 2.4** Encourage residential architecture which incorporates traditional elements of older Gonzales homes, including rear yard garages, porches, verandas, and varied facades.

**Action 2.5** Revise the zoning and subdivision ordinances to achieve the policies and principles recommended in this Element, including new standards for public and private open space and off-street parking in medium and high density residential development.

### **3. Commercial Development**

**Goal 3: An attractive, healthy downtown, complemented by well-designed commercial districts serving new neighborhoods.**

#### **Policies**

**Policy 3.1** Require new downtown commercial development to meet high standards of design so that the desirability of the area as a place to shop, eat, and work is enhanced.

**Policy 3.2** Preserve and enhance the design details which characterize buildings in downtown Gonzales.

**Policy 3.3** Encourage the integration of housing and commercial uses in downtown Gonzales where new residential uses do not conflict with established commercial development. Residential use above retail/ office space is preferred.

**Policy 3.4** Select downtown street lights and street furniture that reflect the historic character of the area and create a unified image.

**Policy 3.5** Design commercial development outside of downtown to promote visual interest and minimize adverse impacts on adjacent residential areas and the viability of downtown businesses.

**Policy 3.6** Promote attractive, well-landscaped parking lots. Wherever feasible, site parking to the rear of buildings so that building facades may be continuous with street frontage.

**Policy 3.7** Design new shopping centers to accommodate pedestrian and bicycle access from surrounding neighborhoods.

### **Implementing Actions**

- Action 3.1** Promote changes to windows, doors, signage, and other building attributes which are compatible with the historic character of downtown buildings. Facade improvements should restore elements of the original buildings as much as possible, providing visible storefronts with large windows.
- Action 3.2** Discourage new facades and signage which are dissimilar in scale, materials, and architectural details to those used in the original structure.
- Action 3.3** Select downtown street lamps, trash receptacles, signage, and benches to create a distinct, attractive streetscape.
- Action 3.4** Promote rehabilitation and expansion of downtown buildings that is comparable in architectural detail to the original buildings. Signage, entryways, window details, and awnings should be consistent for each building to create a uniform, well-conceived appearance.
- Action 3.5** Encourage parking for new housing in Downtown Mixed Use units to be accessed via the alleys to the rear of each parcel.
- Action 3.6** Require downtown design to include architectural features, landscaping, and site designs that encourage pedestrian use and emphasizes positive relations with neighboring buildings and uses. Street level design elements that engage pedestrian interest should be encouraged.
- Action 3.7** Detail commercial buildings with relief elements such as planters, awnings, trellises, plazas, colonnades, and arcades. Screening from residential areas should be achieved with trees, shrubs, and groundcover, and parking lots should be landscaped.
- Action 3.8** Develop design standards (or zoning provisions) which ensure that adequate provisions are made for bicycles and pedestrians in new shopping centers.
- Action 3.9** Enforce the sign ordinance, including provisions for temporary signs and banners.
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#### **4. Industrial Development**

**Goal 4: Attractive industrial areas which promote and stimulate local economic development.**

##### **Policies**

- Policy 4.1** Improve the appearance of the existing industrial "strip" along Alta Street and Gonzales River Road through landscaping, signage, and limitations on truck parking.
- Policy 4.2** Provide a variety of settings for new industrial uses in Gonzales, ranging from landscaped industrial parks suitable for light manufacturing, warehousing, and distribution centers to unimproved industrial parcels with large areas for equipment storage, truck parking, and agricultural operations.

##### **Implementing Action**

- Action 4.1** Apply architectural and landscape standards to future industrial development. Activities in these areas should project a positive image of the City.

#### **5. Open Space**

**Goal 5: Open space retained as a primary element of Gonzales' form.**

##### **Policies**

- Policy 5.1** Enhance the role of the natural environment as a defining element of Gonzales' character and identity.
- Policy 5.2** Incorporate attractive new parks and open spaces in new development areas.
- Policy 5.3** Encourage the planting of specimen street trees to provide shade and enhance the character of new development areas.

##### **Implementing Actions**

- Action 5.1** Promote the use of the Gonzales Slough as a pedestrian spine connecting Gonzales' schools, parks, and neighborhoods.
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- Action 5.2** Explore funding sources to enhance the Slough's role as a linear park, providing new amenities for pedestrian and recreational use where feasible.
- Action 5.3** Require the design and location of open space, including parks and greenways, to maximize community access.
- Action 5.4** Initiate a tree planting and preservation program that encourages sensitive site planning, retention and care of street trees, planting of new trees, and the replacement of trees that have been removed.

## **6. Street Layout**

**Goal 6: A street pattern which ensures continuity between old and new neighborhoods.**

### **Policies**

- Policy 6.1** Strengthen the ties between neighborhoods using street extensions, paths, alleys, bike lanes, street trees, signage, and architectural details.
- Policy 6.2** Encourage street designs in new development areas which incorporate or extend elements of the original grid from the older part of Gonzales.
- Policy 6.3** Design new subdivisions so that driveways and garages are as unobtrusive as possible.
- Policy 6.4** Improve the visual quality of Alta Street.

### **Implementing Actions**

- Action 6.1** Promote the improvement of alleys in the original townsite so that they may function more effectively as bicycle or pedestrian routes.
- Action 6.2** Include provisions for bicycles and pedestrians in all new residential areas. Use bikeways to improve the linkages between the areas on the east and west sides of the freeways.

- Action 6.3** Use common design elements, such as street trees and landscaping, to clearly define circulation paths.
- Action 6.4** Explore possible funding sources for the redesign and improved appearance of Alta Street, including Intermodal Surface Transportation Efficiency Act (ISTEA) funds and Transportation Development Act (TDA) funds.

## **7. Historic Resources**

**Goal 7: Preservation of historic buildings, sites, and other historic resources in Gonzales.**

### **Policies**

- Policy 7.1** Create and maintain an Historic District corresponding to the boundaries identified on the Land Use Diagram (Figure II-2, p. II-19). Creation of the District will allow property owners to take advantage of tax benefits offered to historic properties and will assist the City in its efforts to conserve historic resources in Gonzales. (*Same as Land Use Policy 11.1.*)
- Policy 7.2** Encourage the preservation of historic buildings in Gonzales, both within the proposed District and elsewhere in the City. While retrofitting of such buildings for contemporary uses is strongly encouraged, alterations should respect and complement the historic character and design elements of the buildings.
- Policy 7.3** Promote broad-based interest in and support for historic preservation activities in the City.

### **Implementing Actions**

- Action 7.1** Establish and maintain a priority listing of buildings and sites in the District in cooperation with the Historic Preservation Commission of Gonzales. (*Same as Land Use Element Action 11.1.*)
- Action 7.2** Develop design guidelines for new buildings and alterations to existing buildings within the District. (*Same as Land Use Element Action 11.2.*)

- Action 7.3** Explore possible funding sources for rehabilitation and restoration of historic buildings and sites within the District. *(Same as Land Use Element Action 11.3.)*
- Action 7.4** Promote the use of plaques, markers, brochures, and other informational tools to increase awareness and appreciation of local historic resources. *(Same as Land Use Element Action 11.4.)*
- Action 7.5** Encourage and aid private efforts to rehabilitate and restore historic properties by providing information and expertise, and by allowing flexibility in the application of zoning and code compliance standards.<sup>1</sup> *(Same as Land Use Element Action 11.5.)*
- Action 7.6** Coordinate City programs with those of other agencies that are either involved in historic preservation or that set requirements affecting historic buildings. For instance, the City should ensure that the State's alternative building code requirements for historic structures are followed.
- Action 7.7** Explore the development of an ordinance or resolution which provides a quick-response mechanism for saving historic resources threatened by demolition. The ordinance or resolution should emphasize the restoration (rather than demolition) of historic resources that are damaged by earthquakes, fires, or other natural disasters and should include provisions addressing the availability of funding for restoration.

## **8. Landmarks, Gateways, Edges, and Views**

**Goal 8: A distinct community identity, shaped by attractive views, memorable landmarks and City entries, and access to open space.**

### **Policies**

- Policy 8.1** Landscape the major entries to the City in a manner which indicates civic pride and concern for civic beauty.
- Policy 8.2** Encourage the preservation of hillside and farmland views in developed areas and in areas planned for future development.

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<sup>1</sup> Flexibility in this instance might mean permitting setback variations or waivers from certain Uniform Building Code requirements (stairway width, ceiling height, etc.) which would cause the fundamental character of the building to be changed.

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**Policy 8.3** Maintain a distinct edge between the urban area and agricultural lands on the perimeter of the City.

**Policy 8.4** Screen or improve the appearance of features in Gonzales which convey negative visual images, including truck parking lots, utility substations, and storage or maintenance yards.

**Implementing Actions**

**Action 8.1** Ensure that new development built adjacent to Highway 101, including the north and south interchanges, conveys a positive image of Gonzales. Vegetation, landscaped soundwalls, and berms should be used to the extent feasible to enhance the City's appearance from the freeway.

**Action 8.2** Continue to require the undergrounding of utility lines in new development areas.

**Action 8.3** Dedicate funds for city beautification in the City's Capital Improvement Program. Typical beautification projects might include new City signs, street trees, and downtown streetscape improvements.



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## **Chapter IX IMPLEMENTATION**



### **A. Introduction**

The Implementation Chapter is not a required part of the General Plan. The Chapter brings together Action Programs from throughout the document and serves as a reference for City Staff and decision-makers carrying out the Plan. For members of the public, the Implementation Chapter serves as a summary of the planning activities the City will undertake during the next few years.

Rather than repeating the more than 200 separate Action Programs that appear in the General Plan text, this Chapter focuses on the major types of actions to be undertaken. These include amendment of the sphere of influence, update of the zoning and subdivision ordinances, preparation of design guidelines, monitoring of existing conditions, procedural and operational changes, environmental review requirements, capital improvement programming, and public information programs. The actions also include implementation of housing programs and of a range of follow-up studies pertaining to downtown, the Slough, economic development, and infrastructure systems.

### **B. Sphere of Influence Changes and Annexations**

The Plan identifies an immediate need to work with the Monterey County Local Agency Formation Commission (LAFCO) to amend the Gonzales sphere of influence boundary so that it is coterminous with the boundary shown on Figure II-2 (p. II-19). The sphere expansion will enable the City to eventually annex these lands. Once the sphere has been expanded, the Plan recommends that annexation of the industrial area west of Alta Street and north of Gonzales River Road be initiated.

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### **C. Zoning Ordinance and Map Revision**

Policies throughout the Plan recommend an update of the City's Zoning Ordinance, including revision of the City's Zoning Map. Some of the major recommendations include:

- Add provisions for the Downtown Mixed Use District
- Consider zoning amendments which encourage more variety in housing type and lot size in single family residential neighborhoods
- Consider provisions for an Historic District Overlay Zone
- Develop an high density residential district
- Distinguish between the specific kinds of commercial uses that may only occur downtown and uses that may only occur in outlying commercial areas
- Review parking standards for all land uses
- Revise the manufacturing zoning designation to address food processing uses and to eliminate "smokestack" industries as permitted uses
- Amend the zoning map as land is annexed and "pre-zone" land within the sphere that is planned for short-term annexation
- Consider lot coverage limits in single family zones
- Develop provisions for PUDs
- Consider a conservation overlay district extending 25 feet back from the top of bank along the Slough.

The State requirement that the General Plan and Zoning Ordinance be consistent with one another mandates that the zoning map also be updated. Figure II-2 (p. II-19) should provide the basis for rezoning.

### **D. Subdivision Ordinance Revisions**

The Plan recommends that the subdivision ordinance be reviewed and amended to ensure that there are no obstacles to the design policies and principles set forth in this report. These concepts include varied lot sizes and grid street patterns in new subdivisions. The ordinance might also include allowances for narrower street widths, provided that parking and emergency access requirements can be satisfied. Other revisions include requirements for soils reports in areas of very high seismic risk.

### **E. Community Design Guidelines**

Plan Policies in the Land Use and Community Character Elements call for the preparation of design guidelines for residential, commercial, and industrial development. Initially, these guidelines would be administered by staff during the review of development applications. The responsibility could eventually be passed on to the Planning Commission or even a new design review board. The Plan specifically identifies a need for design guidelines for the industrial area west of Alta Street, the downtown commercial area, and for new sound walls along Highway 101.

### **F. Housing Element Program Implementation**

The Housing Element includes a five-year action program which identifies nine program categories as required by State law. Under each category there are specific program components. An implementation matrix in the back of that Element indicates which City Departments are responsible for each component. Timing and funding sources are identified where appropriate.

### **G. New or Amended Ordinances**

The Plan recommends amending or enacting City ordinances to achieve some of its goals. Amendments to the Flood Damage Prevention Ordinance and Hazardous Materials Ordinance are recommended in the Community Health and Safety Element. Amendment of the ordinance designating truck routes is recommended in the Circulation Element. New ordinances are suggested to promote ridesharing, regulate excessive noise, establish conditions for tree removal, and safeguard the rights of farmers within the proposed sphere of influence.

### **H. Monitoring**

The General Plan includes a number of Action Programs which will require monitoring of prevailing conditions in the City. The Plan identifies the need for periodic traffic counts at key intersections to determine whether improvements (stop signs, lights, etc.) are needed. It also recommends traffic speed monitoring as needed to identify where speed limits need to be reduced or more strictly enforced. Monitoring of noise levels along Highway 101 and Alta Street is also recommended.

The Plan also recommends that building permits and subdivision approvals be tracked to make sure that growth is not proceeding at a rate that exceeds the expectations and goals established in the Land Use Element. Although a growth management system (setting a cap on the number of new units that can be built each year) is not recommended, the Plan does recommend that the need for such a system be evaluated from time to time depending on development trends. Finally, the Plan recommends that the cost of providing services be monitored so that impact fees and connection charges can be structured to meet cost recovery targets.

### **I. Capital Improvement Program**

Several Plan Elements, particularly Land Use, Circulation, Community Health and Safety, and Community Facilities, identify the need for an annually updated 5-year Capital Improvements Program. The program would describe specific projects needed to implement this Plan. It would assign priorities and identify funding sources, including development impact fees. Among the projects specifically mentioned in the General Plan are:

- The C Street overcrossing of Highway 101
- A new collector street serving the industrial area west of Alta Street
- A linear bicycle and pedestrian path along Gonzales Slough
- Seismic upgrading of City Hall and the Police Station
- Streetscape improvements (benches, kiosks, lighting, trees) in downtown Gonzales
- A municipal parking lot or other off-street parking improvement in downtown Gonzales
- A redesign of Alta Street to improve traffic safety and make the street more attractive
- A permanent downtown public library
- An expanded, remodeled, or new community center
- Various bicycle and pedestrian improvements
- A new elementary school, community park, and fire station complex east of Highway 101
- Culvert improvements along the Gonzales Slough
- An emergency water storage tank east of Highway 101
- Restrooms at Centennial Park and Meyer Park

- Various sewer and water line replacement and extensions
- Sewage treatment plant upgrades
- New municipal water wells

It should be recognized that the above list spans a period of 20 years, while the CIP would cover a period of just five years. Some of the projects, such as the C Street overcrossing or the east side fire station, may not be required until after the year 2000.

#### **J. Environmental Review Procedures**

Many of the Plan's policies will be implemented through the environmental review process. Pursuant to the California Environmental Quality Act (CEQA), new development will be required to assess potential impacts on soil, water, air, plant and animal life, agriculture, traffic, noise, and public services. Where potential adverse impacts are identified, the City will require mitigation measures. Typical mitigation measures are described in the Circulation, Community Health and Safety, Environmental Resources and Conservation, and Community Facilities and Services Elements.

#### **K. Public Information**

A number of action programs relate specifically to preparing public information materials for Gonzales residents. These materials include information on air pollution control ("spare the air" programs, etc.), water pollution control (discouraging dumping of paint or motor oils, etc.), earthquake safety and preparedness, recycling and waste reduction, household hazardous waste disposal, ridesharing, and fair housing laws. In most cases, the materials would be prepared by agencies other than the City of Gonzales (including the Air Pollution Control District, Water Quality Control Board, Department of Housing and Urban Development, etc.). The Plan also supports translation of public information pieces into Spanish to maximize the effectiveness of the various programs.

#### **L. Programs and Plans**

The Final category of implementation measures includes new programs, studies, or plans. The Plan also recommends the on-going pursuit of grants and other revenue sources for capital improvements.

Among the specific actions suggested are:

- Completion and adoption of the City's Draft Emergency Management Plan
- A feasibility study for using reclaimed wastewater from the Gonzales treatment plant for irrigation
- An inventory of commercial floor space in the downtown area, identifying opportunities for redevelopment or renovation
- A study of potential new domestic well sites to serve planned growth areas
- Downtown improvements, including a plan, design guidelines, streetscape and parking improvements, and a financing strategy
- A Plan for street tree planting, including policies for maintenance and removal of existing trees and priorities for new trees
- A Bikeways Master Plan
- A Plan exploring recreational uses along the Slough
- An inventory of hazardous material sites

The Plan also recommends creating two "ad hoc" task forces, namely:

- An Agricultural Economic Development Task Force to develop a strategy for attracting agricultural industry to Gonzales; and
- A Joint City-School Task Force to explore ways to use school sites more efficiently and to promote sharing and joint use of facilities.

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